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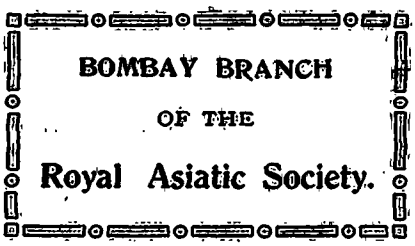

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Report on the Administration of the United Provinces of Agra and Oudh

1928-29

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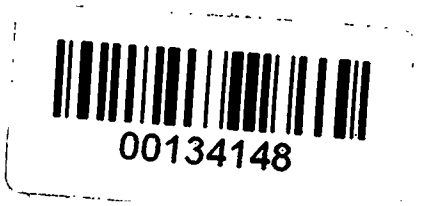
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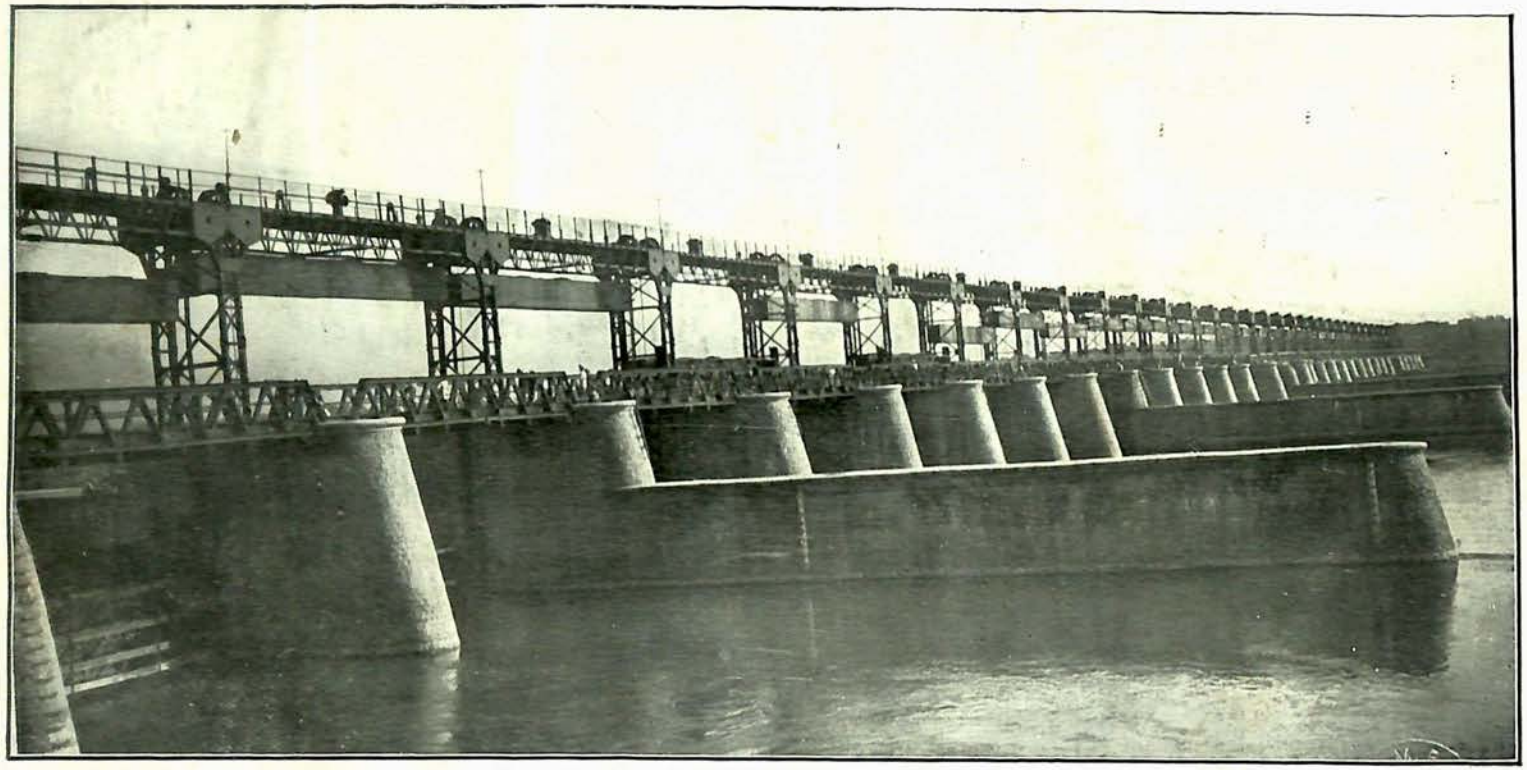


Downstream view of the Sarda Canal head.

Report on the Administration

OF THE

United Provinces of Agra and Oudh

IN

1928-29.

INTRODUCTORY NOTE.

THIS report deals for the most part with the financial year from April 1928 to March 1929. Part I, the General Summary, describes in narrative form the events of the calendar year 1929. Part II gives a detailed account of the working of each department of Government based upon departmental reports which cover the financial year, the land revenue year, the agricultural year or the calendar year according to the nature of the subjects which they review.

PART I.—GENERAL SUMMARY.

GENERAL CONDITIONS.

1. The monsoon of 1928 was poor and the *kharif* crop failed, with the result that Government had to suspend Rs. 54 lakhs and remit Rs. 7·50 lakhs of revenue and had also to distribute Rs. 118 lakhs in *taqavi*. But the rain in October allowed cultivators to sow a *rabi* crop over an area which was in excess of the normal in many districts. Conditions were generally favourable up till January 1929, except in parts of the Gonda and Bahraich districts where test works had to be opened. A sharp frost in February and strong west winds in March, combined with a serious shortage of canal water due to the low level of the Ganges and the Jumna, destroyed the hope of a good *rabi* crop and did serious damage in the Agra and Bundelkhand divisions and in some districts of the Meerut and Allahabad divisions.

Locusts also caused severe damage in the western districts. The result was that Government had to remit the major portion of the revenue suspended from the *kharif*, suspend or remit a large proportion of the *rabi* instalment and distribute a further Rs. 34 lakhs in *taqavi*. The monsoon of 1929 arrived punctually; the rainfall in July and August was general, though unevenly distributed, but it was below the normal in September and, as a result, the *kharif* crop suffered except in irrigated areas. With the exception of cotton and indigo, however, the outturn of all the principal crops was better than in the previous year. There was sufficient rain in October 1929 to allow the cultivators to sow the *rabi* crop, which was very promising at the end of the year as a result of general rain in the latter half of December.

Although test works were opened in eight districts, it was only necessary to declare famine in an area of 720 square miles in Gonda and an area of 500 square miles in Bahraich. In these areas, there was little sign of emaciation, but many of the people had come to the end of their resources and the relief works rapidly filled. The works had to be closed at the beginning of the monsoon and distress became gradually more acute up till the middle of August when the early crops began to ripen, although it was relieved to some extent by the distribution of gratuitous relief. In Gonda the Deputy Commissioner arranged for the supply of good wheat seed, through local dealers, to cultivators who produced certificates showing the amount of *taqavi* issued to them, and the Agricultural department distributed 49,054 maunds of rice seed, also on *taqavi*. Operations were finally closed at the end of August 1929. The Forest department arranged for the supply of 450,000 maunds of hay to the districts where distress was most acute, and Government encouraged the import of *bhusa* into these districts by the grant of concession rates on the railways.

The succession of poor harvests began to have effect in a general lowering of the economic position of the people, which resulted in an increase in the death rate and infantile mortality and a decrease in the birth rate. There was trade depression and crime increased temporarily. Adverse conditions affected all the most important sources of revenue, so that expenditure under every head had to be rigidly curtailed and little expansion was possible in any department during the year.

POLITICAL CONDITIONS.

2. The year was one of much political activity throughout India, in which this province played its part. The Congress at Calcutta in December 1928 professed to allow the British Parliament one year in which to establish the constitution described in the Nehru Report and threatened a revival of non-cooperation from January 1, 1930, if their demand was not granted. The Nehru Report continued, therefore, to be the main subject of discussion during the year. The Hindus, as a whole, accepted it, but the Muslims, with few exceptions, feared that if the proposed constitution were accepted, they would have to take a minor part in the government of the country. The United Provinces Liberal Conference, held at Lucknow in March, passed a resolution according its whole-hearted support to the "scheme of constitution for a self-governing India on the basis of Dominion Status, drawn up by the Nehru Committee" and urged that the scheme should be "incorporated in an Act of Parliament at the earliest possible date." The hope was expressed that the British Cabinet would hold a round table conference after the Royal Commission had submitted its report. A resolution supporting the movement for the boycott of British goods was also passed, although the Conference did not favour bonfires of British cloth in public places.

The Congress party, on the other hand, vigorously pursued their demand for a policy of boycott and there were somewhat perfunctory bonfires of foreign cloth in some of the big towns, particularly during March. That they had little faith in the success of their ultimatum was clearly shown at the United Provinces Provincial Political Conference held at the end of March in Farrukhabad. This Conference passed a resolution expressing its opinion that preparations should be made for the coming struggle when "non-cooperation, including non-payment of taxes, will be resorted to to achieve independence." The same opinion was expressed at the meeting of the All-India Congress Committee at Lucknow in July, although the Committee resolved that the question of resignation of Congress members from the Legislatures should be held over till the meeting of the Congress at Lahore in December. A subsequent meeting of the committee elected Pandit Jawahar Lal Nehru as president of the Lahore Congress, Mr. Gandhi having refused to accept the office. Pandit Jawahar Lal Nehru was also president of the

United Provinces Provincipal Trade Union Congress, held at Cawnpore in September, where it was urged that there are two kinds of labour organizations; in one kind the labourers in all countries are ranged against the capitalists in all countries; in the other, labour is organized mainly on the basis of nationalism and also against the capitalists in its own country. The second kind was held to be most suitable for India and the first duty of all labour organizations in India should be to free their country from foreign domination. At the first United Provinces Youth Conference, presided over by Mrs. Naidu, similar sentiments were expressed; it was resolved that "complete freedom of India from foreign domination is an essential step before the country can make any effective political, social and economic progress, and the struggle for freedom must, as in other countries, fall mainly on the youth of the country."

Revolutionary sentiments were encouraged and given direction by propaganda in the extremist section of the vernacular press. Such acts as the murder of Mr. Saunders, the Assembly bomb outrage, the attempt to blow up the Viceroy's train on December 23, as well as the pamphlets, arms and bombs discovered at various places by the police, indicate that Mr. Gandhi's creed of non-violence is not universally accepted, as does the fact that the resolution condemning the attempt to murder the Viceroy was only passed by a small majority in the Congress at Lahore.

It was apparent that the majority party in the Congress and the Liberal party were moving along different lines; the former, although nominally supporting the Nehru Report, had really the goal of independence before it, while the latter was working for Dominion Status. There was a momentary hope of these lines converging, however, when the Viceroy made his announcement on November 1, stating clearly that in the judgement of His Majesty's Government "it is implicit in the declaration of 1917 that the natural issue of India's constitutional progress, as there contemplated, is the attainment of Dominion Status," and expressing the intention of His Majesty's Government, after the report of the Simon Commission, to invite representatives of different parties and interests, "for the purpose of conference and discussion in regard both to the British Indian and the all-Indian problems." A statement, which has come to be known as the Delhi Manifesto, was issued signed by certain prominent political men in India, including the President-elect of the Congress, accepting the offer of the proposed conference.

Included among those who signed the Delhi Manifesto were several influential Muslims. After the Calcutta Congress in 1928 the Muslims had drifted further and further away from the Congress party. At the end of March a meeting of the All-India Muslim League was called at Delhi and Mr. Jinnah made an unsuccessful effort to reconcile the various Muslim views. The League was divided into three, those who accepted the Nehru Report, those who would accept it subject to certain modifications, and those who would have nothing to do with it. No compromise could be effected between these divergent views and the League was dissolved *sine die*. On July 29 certain Muslims formed an All-India Nationalist Muslim Party whose main object was to promote the spirit of nationalism among Muslims and to develop a mentality above communalism. This party, however, failed to receive general support. The Viceroy's announcement gave them another chance to unite, and there was a general expression by Muslims of willingness to join the Conference, provided that they were "adequately and effectively represented by people commanding the confidence of the community," as stated by the Working Committee of the All-India Muslim Conference on November 10. Thus the announcement was favourably received not only by the signatories of the Delhi Manifesto, but also by the bulk of Muslim opinion.

Those who signed the Delhi Manifesto considered it vital for the success of the Conference that Government should adopt a policy of conciliation and should grant a general amnesty to political prisoners. A resolution recommending Government to take immediate steps to release all political prisoners was passed in the United Provinces Legislative Council on December 14. It was urged that the usual rules and regulations about food, newspapers, search, handcuffs, etc., were too onerous and that undertrial prisoners were treated as if they had already been convicted. It was also urged that all prisoners who are sent to jail, not for any offence involving moral turpitude, but from patriotic motives however mistaken, should be treated as special division prisoners. Many prisoners, mostly in the Punjab, went on hunger-strike as a protest against their treatment, but after the death from hunger-strike of Jatindranath Das and the settlement of a number of outstanding complaints, the All-India Congress Committee passed a resolution on September 28 to the effect that "hunger-strikes should not be undertaken except upon the gravest emergencies." The hunger-strikers, therefore,

consented to take food again. The Legislative Council followed the controversy with lively interest, questions were asked on many occasions, and a full exposition of all views was made in the discussion on the Report of the United Provinces Jails Inquiry Committee in October. Although the Delhi Manifesto had "considered it vital to the success of the Conference" that Government should grant a general amnesty, it had not laid this down as an essential preliminary to participation in the Conference. It was on the purpose of the Conference that opinions mainly differed.

Five prominent political men met His Excellency the Viceroy on December 23, in order to discuss questions connected with the Conference. The date is of some importance, since presumably the policy to be adopted by those who were proceeding to the Lahore Conference must already have been outlined, if not finally decided. The view expressed by them appears to have been to the effect that they could not participate in the Conference unless they received an assurance that its purpose was to draft a scheme for Dominion Status which His Majesty's Government would undertake to support, but the Viceroy made it plain that the actual purpose of the Conference was to elicit the greatest possible measure of agreement for the proposals which His Majesty's Government would submit to Parliament.

This discussion, if it led to no agreement, certainly served to clear the position, and this became sufficiently obvious in the course of the annual sessions of the various political bodies which followed immediately afterwards. From the session of the National Liberal Federation at Madras was issued an appeal to all whose aim is Dominion Status to devise means for common deliberation with a view to pressing a united demand at the Conference. The Congress party met at Lahore to pass a resolution declaring independence as their aim, and the boycott of the Legislatures as the first step to that end.

The Press.

3. As in the previous year, the Statutory Commission and the Nehru Report claimed most attention. Hindu papers generally supported the recommendations of the Nehru Report, while Muslim papers opposed them, as detrimental to their interests. The Muslim papers generally supported the Viceroy's announcement regarding Dominion Status and the London Conference and pleaded for adequate representation at the Conference.

Of the Hindu press, the Liberal papers also applauded the Viceroy's announcement, blamed Mr. Gandhi and Pandit Moti Lal Nehru for the failure of the conversations with the Viceroy at Delhi and advocated participation in the Conference. The extremist papers, however, regarded the offer as a diplomatic move designed to prevent the revival of the non-cooperation movement after the Lahore Congress, and on the failure of the conversation with the Viceroy, urged still more strongly adherence to the Congress programme of Independence.

The arrests in connexion with the murder of Mr. Saunders as well as other cases of a similar type in the Punjab and the Meerut conspiracy case, were criticized as indiscriminate and as inspired by a policy of terrorism intended to suppress the nationalist movement.

The special treatment of prisoners convicted of sedition and similar offences, and the removal of racial discrimination were generally supported in the press. The recommendations of the United Provinces Jails Inquiry Committee in regard to the treatment of prisoners were generally approved. Frequent appeals were made to Government to release all prisoners described as "political" and to withdraw the Meerut conspiracy case in order to create a favourable atmosphere for the London Conference.

Extremist papers, while approving the resolution passed by the Calcutta Congress in 1928, affected to refuse to believe that Dominion Status would be granted and accordingly exhorted young men to prepare for the campaign of civil disobedience which was to commence on January 1, 1930. There was much propaganda for the boycott of foreign goods, especially British cloth. Some papers preached communism and revolution.

Several Muslim papers were concerned at this evidence of a revolutionary movement in India; they also became more suspicious of the Congress as being a pre-eminently Hindu organization, aiming solely at the promotion of Hindu interests. They urged the acceptance of the scheme for the protection of their rights proposed by the All Parties Muslim Conference at Delhi, which the Hindu press criticized as calculated to impede the progress of the country.

There was a marked improvement, however, in Hindu-Muslim tension, although there were occasional outburst of communal recrimination. As an example of the latter, Hindu papers

quoted the murder of Rajpal, the publisher of *Rangila Rasul*, as further proof of the theory that there was an organized Muslim conspiracy for the murder of Hindu leaders and workers, while the Muslim papers retorted that the Hindus were trying to establish a Hindu *raj* and to enslave Muslims.

The Liberal papers welcomed the return to power of the Labour party in England, and held that the Royal Labour Commission was likely to help the cause of labour. The extremist papers, on the other hand, alleged that the Commission was intended to strengthen the influence of the capitalists, and urged its boycott. The press generally held that the present educational system, and the economic and administrative policy of the Government was responsible for the prevailing unemployment.

The Child Marriage Restraint Bill was supported by the Hindu press, except the orthodox section which, with the Muslim press, opposed the measure on the ground that it interfered with religious liberty. When the Bill was passed, a number of papers advocated recourse to civil disobedience against the Act.

A section of the press, mainly Muslim, insinuated that rebellion in Afghanistan had been fostered by Great Britain, and newspapers generally sympathized with King Amanullah and held that his defeat was a serious set-back to the cause of freedom and reforms in Asia.

Some Muslim papers criticized British policy in Palestine as pro-Jewish and anti-Muslim. Occasional attention was also paid to Egyptian affairs. The recommendations of the Butler Committee were held to be intended to curtail the powers of the Princes and to divide India into two watertight compartments in order to use the States to obstruct the cause of Indian freedom.

The Legislative Council.

4. The Council passed twelve Bills during the year. It is interesting to compare the figures for official and non-official Bills during the past three years. In 1927 two official and four non-official Bills were introduced; in 1928 three official and one non-official; in 1929 six official Bills and ten non-official. The most important Bill of the year was the Settlement Bill which came into force on June 15, 1929, and which was fully described in last year's report. The United Provinces Town Areas (Amendment) Bill, which was introduced in 1927 and referred to a select committee, was taken into consideration and passed in 1929. The main

provisions of the amending Bill were for the election of chairmen of *panchayats* by the whole electorate simultaneously with the election of members of the *panchayat* and for the reservation of a certain number of seats for the minority community. An amendment providing that Muslim members of the *panchayats* should be elected by the Muslim electors, which was supported by the Government on the ground that the principle of separate electorates had been accepted for all self-governing bodies in the province, was defeated and the Bill passed without substantial alteration.

The United Provinces District Boards (Amendment) Bill also gave rise to some discussion; it provided for the widening of the franchise and for the resignation of the chairman of a board if a vote of no-confidence was passed against him by a bare majority. The Bill was passed by the Council almost in the form in which it emerged from the select committee.

Other Bills passed during the year included the Naik Girls' Protection Bill which was designed to prevent the training for prostitution of the minor girls of the Naik community. The Minor Girls' Protection Act was enacted to afford similar protection to girls of any other community who are exposed, owing to the custom in force in such community, to the same dangers as Naik girls.

The United Provinces Village Self-Government Bill which aimed at introducing into this province elected bodies, in the form of union boards and *panchayats*, with judicial powers such as have been established in Bengal, was introduced by a non-official member in the year under review, and was strongly opposed, with the result that the motion of reference to a select committee was defeated.

Council had to pass 35 of the budget demands without discussion, because the whole of the time allotted was taken up in discussing the other demands. Token cuts were made in eleven of the demands discussed; the most important cuts were one in the police demand, to impress on Government the necessity for stopping corruption in the police force; another in the jails demand to urge upon Government the necessity for reforms in jails; and a third to impress the necessity of further reforming their excise policy. The Finance Member, during the discussion of the previous year's budget, had undertaken to lay the loan proposals of the Government before the Council in future. The undertaking was carried out and the Council approved the

financing of the building programme from loans, provided that Rs. 50,000 be taken as the minimum cost of any given building.

In addition to the token cuts, the Council passed a number of resolutions during the year. As a result of these resolutions, a committee was appointed to draw up a programme for making all children literate within a certain time, a sub-committee of the Provincial Excise Advisory Board was appointed to report on the methods to be adopted for the purpose of propaganda in favour of total abstinence and the Government decided to try the experiment in selected districts of collecting the revenue without resort to the issue of warrants of arrest.

These cuts and resolutions show that the Council followed vigilantly the Government policy. The members devoted their main attention to the spread of education, the restriction of facilities for obtaining liquor, and the administration of the police force and the jails, but the bad acoustics of the Council Hall, the reconstruction of the Text-Book Committee, the appointment of an Indian A. D. C. to His Excellency the Governor, schemes for rural reconstruction and the grievances of low-paid Government servants, all formed the subjects of token cuts.

A token cut of one rupee in the demand for Ministers' salaries was moved by the leader of the Congress Party as a "definite declaration of want of confidence in the Ministers." The main accusation levelled at the Ministers was one of inconsistency, in that they accepted office as cooperators with the Simon Commission but took no part in framing the Government memorandum to that Commission. In reply, it was pointed out that one of the Ministers had not been in charge of his department a sufficiently long time to have obtained an intimate knowledge of its working and that all the Ministers gave their evidence *in camera* before the Commission, and that they then fulfilled their duty to the people they represented. Other accusations were made against the Ministers, but after a long discussion, the motion was lost.

CRIME AND POLICE ADMINISTRATION.

Crime in 1929.

5. The effect of a succession of bad harvests, although not very marked in 1928, is shown clearly in the number of offences against property in the first ten months of 1929. The monsoon of 1928 failed, and the *rabi* crop was below the average. In 1929 the monsoon, although good at first, ceased early, with the result that the *kharif* crop was unsatisfactory. And to add to

the misfortunes of the cultivator, locusts did enormous damage in the western districts. The rain, which fell late in the year, eased the situation, and there are indications that crime is returning to a normal level. During the first ten months of the year, however, the number of dacoities was 26 per cent. greater than the number for the corresponding period in the previous year. The increase was least in the first range and greatest in the third range where it was 55 per cent. There was a serious outbreak in Cawnpore, Fatehpur and Gorakhpur in the first part of the year, and although arrests were made in all of these districts, there are several gangs still at large.

Much of the time of the Special Dacoity Police was occupied, as in the previous year, in prosecuting the various gang cases which are in court, and in investigating dacoities committed by connected gangs. In Gwalior the Special Dacoity Police have been engaged in the very difficult task of breaking up the gangs which work from the ravines of Northern Gwalior, sheltered and supported by the local *jagirdars* and zamindars. Of the three chief gangs, one has been completely broken up by the capture of Tantia and 60 of his followers and the other two have been checked by the arrest of over 30 of their members. Thanks to the whole-hearted cooperation of the Gwalior and Dholpur State police with the police of the Agra district, dacoity in this area has now been reduced to a minimum.

The number of robberies was much the same as in 1928, except in the third range where there was an increase of 20 per cent. There is no clue to the identity of four men who attacked a mail *ekka* in Fyzabad, killed the driver and escaped with notes worth Rs. 2,800; it is believed that they were educated men and might also have been responsible for similar dacoities in Ballia and Basti during 1928.

The increase in the number of burglaries is less than might have been expected from the unfavourable economic conditions. The Gayer system of investigation has been condemned and new instructions have been issued.

There were increases in the number of cattle-thefts in all ranges; organized cattle-theft is chiefly confined to the first range; this year owing to scarcity, the thieves, particularly those working on a large scale, have experienced difficulty in obtaining fodder for the stolen cattle, and this fact may account for the small increase of cattle-theft in range I.

The only serious communal outbreaks during the year were at Dehuli in Mainpuri and Phaphund in Etawah. There were petty riots in Unao and Budaun. It is questionable, however, whether the Hindus and Muslims are on better terms than in 1927-28, and whether the absence of communal rioting is not due to the elaborate arrangements made by the police rather than to any real improvement of feeling between the communities.

Police administration.

6. The proposal to restore some of the abolished posts of chaukidars is held up for want of funds.

THE ADMINISTRATION OF JUSTICE.

Criminal justice.

7. There was little change in the quantity of serious crime in the year 1928, although the number of cases of robbery, dacoity, kidnapping, forcible abduction and of offences against the State, in the province of Agra increased slightly. In Oudh, the rise in the total number of offences was due to an increase of 24 per cent. in the number of offences against special and local laws.

In Agra false and frivolous litigation shows no sign of diminution but in spite of this, the number of cases under section 250, Criminal Procedure Code, was less than in 1927.

The average duration of cases rose from ten to eleven days in Agra, and from eight to ten days in Oudh, while the number of cases pending over six weeks increased throughout the province, because, owing to scarcity, stipendiary magistrates had to devote more time than usual to administrative and revenue work. The number of witnesses summoned but not examined rose in Agra but fell in Oudh.

The figures for police reports in the first ten months of 1929 indicate that there is likely to be an increase in the number of cases instituted during that period.

Ten temporary courts of district and sessions judges and ten temporary courts of sessions and subordinate judges were sanctioned during 1929 to relieve the regular courts.

Civil justice.

8. In Agra there was an increase in the total number of suits instituted which again exceeded the figure for any previous year. The tendency noticed in 1927 for more suits to be filed in small cause courts at the expense of the munsif's courts still continued. There was a marked increase in the duration of contested suits before district judges and, in spite of a rise in the number of cases disposed of, the pending file increased.

In Oudh, on the other hand, the number of suits instituted fell for the third year in succession, the duration of contested cases (regular side) before district judges fell from 185·25 to 80·33 days, and the pending file was reduced.

9. Three additional judges worked during the year 1929. **The High Court at Allahabad.**

AGRARIAN PROBLEMS.

10. A few sections of the Oudh Rent Act, XXII of 1886, as amended in 1921, continue to give dissatisfaction to the tenants. Of these, the most important are the sections under which tenants, who have sub-let their holdings in contravention of the provisions of the Act, and *pahi kasht* tenants, are liable to ejectment, and the section which does, in effect, deprive a tenant of his statutory rights in any land in a village in which he happens to hold or inherit proprietary or under-proprietary rights. Government are watching the working of these sections, but are not yet in possession of sufficient information to justify any decision in regard to the need for amendment of the Act.

Government have asked the Board of Revenue to examine the working of the Agra Tenancy Act, III of 1926, in detail in their report for the year 1928-29 and to form an estimate of the results of the working of the Act. On receipt of the Board's report Government will consider whether any, and if so, what amendment of the Act is desirable.

AGRICULTURAL CONDITIONS.

11. Unexpected rain in October 1928 made possible the sowing of the *rabi* crop over an area which was 6 per cent. above the normal in Agra, but 20 per cent. below normal in Oudh. A sharp frost in February 1929, followed by dry westerly winds in March, seriously damaged the crops, with the result that the outturn of wheat and barley was 75 per cent. of the normal, and the outturn of gram only 55 per cent. The monsoon reached the province punctually. There was general, though unevenly distributed, rain in July and August, but the rainfall was below the normal in all districts in September. In the first half of October, there was light rain, followed by scattered showers in the third week, after which there was no more rain until the latter half of December, when it was general and above the normal in most districts. **Rainfall and its effects on harvests.**

There was an increase compared with the previous year of about 3 per cent. in the *kharif* area although it was 3·5 per cent.

below the normal. The areas under *juar*, *bajra*, maize, small millets and cotton increased, while the areas under rice, pulses and *til* decreased. The *kharif* crops failed entirely on about 2 per cent. of the area sown, and suffered all over the province from lack of rain, except in the irrigated tracts. The outturn of all the principal crops, except cotton and indigo, though much below the normal, was better than that of last year. The yield of early rice was 65, and of late rice 60 per cent. of the normal. The outturns of maize and millets were 80 per cent. while the outturns of indigo, *juar*, *bajra*, pulses, cotton and *til* were all 70 per cent. of the normal.

Prices.

12. Prices showed a steady tendency to fall throughout the year. The price of wheat dropped steadily from 6·00 seers in January to 8·00 seers in June, then rose slightly for the next four months and dropped again to 7·25 seers in November and December. The price of barley fell steadily throughout the year, except for a slight rise in August and September. It was 7·50 seers in January and 10·25 seers in December. The price of gram was 6·25 seers in February and 7·25 seers in December, while the prices of *juar*, maize and rice (common) fell from 6·75 seers, 7·24 seers, and 7·45 seers in February to 10·50 seers, 11·00 seers, and 5·25 seers respectively in December.

The following comparative statement shows the course of prices (in seers to the rupee) during the past three years:—

	Wheat.	*Barley.*	*Gram.*	*Rice.*
July, 1927... ...	7·76	10·87	9·38	5·43
December, 1927 ...	8·26	11·78	9·29	6·22
July, 1928... ...	6·91	10·95	8·82	5·40
December, 1928 ...	5·63	6·99	6·47	5·02
July, 1929... ...	7·25	9·50	7·75	4·75
December, 1929 ...	7·25	10·25	7·25	5·25

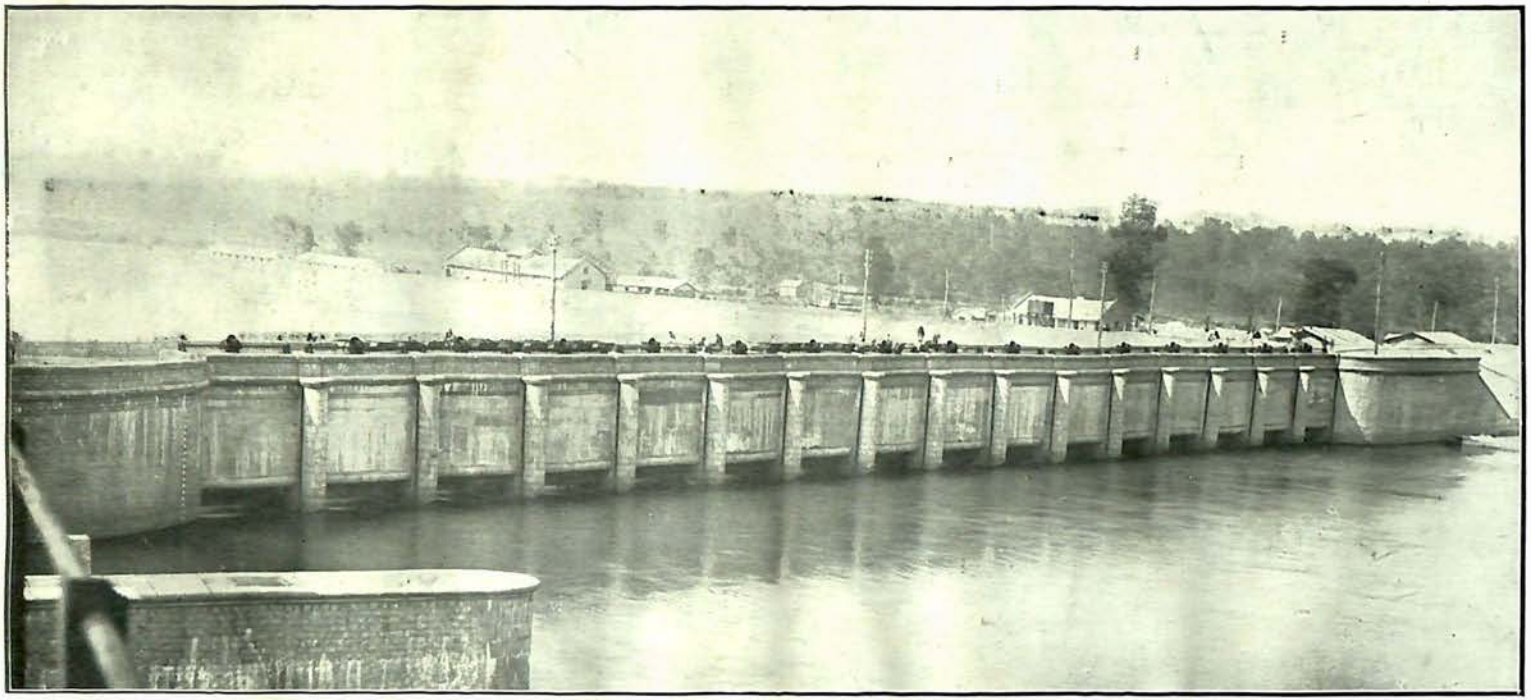
Condition of the agricultural classes.

13. The succession of poor harvests began to have effect in a general lowering of the economic condition of the people, which resulted in an increase in the death rate and infantile mortality and a decrease in the birth rate. But even in the famine districts of Gonda and Bahraich there was little sign of emaciation.

IRRIGATION.

Area.

14. Owing to drought there was an increase of 89·0 per cent. in the net irrigated area. The area irrigated from canals rose by 51·4 per cent. and the area irrigated from wells by 47·7 per cent.



Upstream view of the Sarda Canal head.

The total area irrigated from canals increased by 1,785,314 acres to 4,122,565 acres, of which 335,147 acres were irrigated from the Sarda canal; the value of the crops grown on this area was Rs. 23·68 lakhs compared with Rs. 14·75 lakhs in 1927-28. The gross revenue fell from Rs. 164·48 lakhs to Rs. 147·67 lakhs and the net revenue from Rs. 97·20 lakhs to Rs. 84·30 lakhs. The return on the total capital outlay on productive works was 0·63 per cent. but if the total capital outlay on the Sarda canal, which had amounted to Rs. 852·49 lakhs by the end of 1928-29, be omitted, the net return is 4·74 per cent. as against 5·88 per cent. in the previous year. There was a loss of 5·49 per cent. on unproductive works, compared with 4·75 per cent. in 1927-28.

Development.

15. The Sarda canal was opened by His Excellency the Governor on December 11, 1928, although many of the channels on the lower branches had not been completed. Most of these came into use during the early *kharif* and many drains were built during the hot weather months. The Sukheta syphon on the Hardoi branch was reconstructed and the channel re-opened on June 11. The new reinforced concrete bridge carrying the main canal roadway over the Jagbura torrent was also completed and repairs to the barrage across the Deoha river at Dunni in the Rohilkhand canals division were in hand at the end of the year. The construction of drainage channels is the most important work which remains to be done and for this purpose extra staff has been employed. Periodical observations are taken of the spring levels in selected *pakka* wells throughout the Sarda canal country, from which it appears that, due to the shortage of rainfall during the last few years and to the drains which have already been dug, the spring level has fallen all over the country irrigated by the Sarda canal. There is no indication that this country is liable to become seriously waterlogged.

The Ganges canal hydro-electric scheme was fully described in last year's report. This scheme, which links the Sumera, Bhola and Ramganga schemes, should be completed during 1930 and will form an "electric grid" for the distribution of electric power in the seven north-western districts of the province. During the year, the Sumera pumping scheme, including the Palra power station and the Kali Nadi weir with its pumping station, feeder channel and attendant works were completed.

Four pumping sets were installed to pump water into the Upper Ganges canal from the Kali Nadi. The high tension transmission lines from Palra power station to Khurja, Aligarh, Hathras and Bulandshahr were completed except for the railway crossings.

Two turbine sets were installed at Bhola falls and the power house over another two bays was completed and made ready for two more turbines, which were being erected at the end of the year. The high tension transmission lines connecting this station with Moradabad, Muzaffarnagar, Ghaziabad and the intermediate towns were completed. Ghaziabad and Hapur were electrified and sub-stations in other towns will be ready by March 1930.

The Bahadrabad power station for the Ramganga scheme could not be completed because the canal water was so urgently needed for irrigation that the Upper Ganges canal could not be closed. The high level concrete bridge and two bays of the power house were built and the plant was being erected. The remaining two bays were still under construction. The high tension double circuit transmission line from Bahadrabad to the Ramganga weir and the single line to Moradabad were almost completed. The weir was finished before the monsoon and the two pumping stations and the channel connecting them were subsequently built. The pumping sets were being installed and the canal should be ready to irrigate the *kharif* crop of 1930. Power was supplied to Saharanpur from the old power station at Bahadrabad over the high tension line from Roorkee which was completed in October.

By the end of the financial year 1929-30 the total expenditure on hydro-electric schemes will have amounted to Rs. 104·12 lakhs.

With the exception of Sukhera, the reservoirs of the Mirzapur canals filled, but the supplies in all the Bundelkhand tanks were deficient. Water was scarce in most of the older canals until the beginning of June; and temporary outlets had to be given in most divisions, especially from the Lower Ganges canal. There was no shortage of water, however, in the Sarda canal. Generally speaking supplies were sufficient in September and October but insufficient during the remaining two months of the year.

The area under *kharif* which was irrigated from canals was 1,763,314 acres compared with the maximum area previously irrigated of 1,632,170 acres and the area under *rabi* irrigated up to the end of December was 1,890,000 acres compared with 1,789,000 during the corresponding period in the previous year.

In 1927 an officer was appointed to organize irrigation research. During 1929 he visited other provinces to learn how they co-ordinate design with research, and wrote a paper on silt transportation. He also helped to prepare a programme of activities which might profitably be carried out jointly by the Irrigation and Agricultural Departments.

AGRICULTURAL DEVELOPMENT.

General.

16. The year 1928-29 was one of extreme financial stringency and therefore little progress could be made in giving effect to the recommendations of the Royal Commission on Agriculture. Expenditure on works in hand was curtailed and only Rs. 45,000 for recurring and Rs. 1,17,000 for non-recurring new expenditure could be allotted. Moreover, the Legislative Council, which is in complete control of agricultural expenditure, although willing to grant funds for agricultural development, was not disposed invariably to accept the recommendations of the Commission without question. Some work was, however, accomplished. The department gave demonstrations of the use of improved implements at fairs and exhibitions, and continued to introduce improved varieties of crops and to breed better cattle. But lack of funds prevented the expansion in the subordinate agricultural staff considered essential to progress by the Royal Commission.

Four officers of the Irrigation Department were sent to the Government Agricultural Farm at Shahjahanpur to study green-manuring. The Research Officer of the Irrigation Branch delivered a course of six lectures on irrigation to the students of the Agricultural college. These were the first steps taken towards the establishment of closer relations between the Agricultural and Irrigation Departments. A Provincial Council of Agricultural Research was also inaugurated during the year. Much of the energy of the department had to be diverted from ordinary work to deal with calamities. The rice crop failed in Gonda and the department had to distribute 49,000 maunds of rice seed; the province suffered from a severe plague of locusts which caused considerable damage in the western districts and the department had to devise means of dealing with this pest.

Improvement of produce.

17. Four farms conducted research work in improvement of crops; the farms at Cawnpore and Muttra specialized in cotton research, that at Shahjahanpur in sugarcane research, and the farm at Farrukhabad worked on the cultivation, storage and diseases of potatoes. Government made special advances for the elimination of the cotton boll worm and the introduction of improved cotton.

In districts where the crops failed, the department organized the distribution of improved seed, as in Gonda, where the rice crop failed and Bundelkhand, where the wheat crop was destroyed by rust. Research on sugarcane received particular attention, especially improvement in the methods of cultivation, production and selection of new varieties and the control of disease. Improved methods of cultivation of the indigenous varieties give a yield of 450 maunds per acre, the replacement of these by Java and Coimbatore varieties gives 600 maunds, the cultivation of the latter combined with green-manuring gives 800 maunds and their intensive cultivation on the Java system gives a yield of 1,000 maunds per acre. A systematic inquiry into the cost of production of cane would show which of these methods would yield the largest net profit. Mosaic is the most serious disease of sugarcane in the province, but the methods of control employed at Shahjahanpur since it was first suspected in 1922-23 have been so successful that the infection has been reduced and now affects less than 0·1 per cent. of the crop.

The area on which demonstrations of improved crops, implements and manures were given was 271,182 acres compared with 195,430 acres in the previous year. The number of seed stores increased from 161 to 174, and the number of maunds of improved seed distributed (excluding the special rice distributed in Gonda) was 572,384 compared with 206,742 in the previous year. The largest increase was under sugarcane, a very large quantity of which was sold by privately-owned farms, chiefly in the western circle. The use of improved cane is now so well established that its distribution can be left, almost entirely, to private enterprise.

There are now 1,390,000 acres under improved varieties of wheat, 215,000 acres under improved cotton and 281,000 acres under improved sugarcane. The total area under improved crops is 2,100,000 acres and the increased earnings of the cultivators about five crores a year.

Seventy-one tube wells were completed during the year, and the district boring staff worked on 1,553 wells, of which 79 per

Ploughing with motor tractor at M. Ata Ilahi Khan Sahib's farm, Shahpur, district Muzaffarnagar.

cent. were successful. During the last six years the staff has constructed about two hundred large and over two hundred small tube wells, from which an area of 100,000 bighas can be irrigated.

Cattle-breeding.

18. The two cattle-breeding farms in Muttra and Kheri districts are also used for fodder production, and experiments with new fodder crops and silage. The work on the development of a dual purpose breed of Hissar cattle and the experiments on the comparative merits of the Sahiwal cow and Murrah buffalo as milk producers, under *terai* conditions, were continued throughout the year. A method of treatment to eliminate the intestinal parasites which infest much young livestock was discovered.

Seven hundred and seventy-nine bulls were issued during the year compared with 635 in 1927-28, and of these, 447 were concentrated in eight districts, where breeding operations could easily be supervised by the department.

The number of deaths from contagious diseases was less than in 1927-28 and rinderpest was the cause of just over half the total number. There were not so many cattle epidemics and consequently fewer inoculations during the year, but villagers were more ready to allow their animals to be inoculated than in previous years.

Education.

19. One hundred and thirty-six pupils passed out of the training school at Bulandshahr after a two years' course and 46 from the teachers' class. Twenty-six students of the Agricultural College, Cawnpore, passed the examination for the Intermediate Diploma. An attempt was made to raise the standard of efficiency in the administration of the college and in the teaching of practical agriculture and allied subjects.

Public gardens.

20. Owing to the high temperatures in the hot weather and the failure of the rains, the season was unfavourable. Experiments were made with new varieties of mangoes, oranges and other fruits, and with improved orange and apple stocks and in respect of artificial manures for fruit trees, storage of potatoes and fruit, budding and grafting of mangoes, the introduction and acclimatization of better varieties of vegetables, the use of synthetic manure and the extermination of rats.

FORESTS.

Disforestation and afforestation.

21. The work of disforestation in accordance with the recommendations of the Kumaun Grievances Committee of 1921 is now complete and the total area which has been disforested is 167

square miles. On the report of the special officer appointed to study the system of communal control through *panchayats* mentioned in last year's General Administration Report, and on the recommendations of the Kumaun Forest Committee, Government appointed a Forest Panchayat Officer from November 1, 1929, to organize *panchayats* for the management of village forests in Kumaun. It is hoped in this way to reduce the damage done in the forests which are not now reserved and to create and maintain plantations and fodder reserves. The attempt to afforest the Jumna ravine lands was abandoned (erosion can be reduced at little expense and a useful crop of grass grown if these areas are protected from grazing) while more promising areas of waste land were afforested. Some canal bank plantations were managed by the Forest Department. Working plans for the control of felling, regeneration and plantation work have been completed for all the forests. They are revised in regular rotation every ten years.

Protection. 22. The 1928 season was a favourable one for fire-protection; the 1929 season, on the other hand, was dry, hot and very unfavourable. For the year ending March 31, 1929, the percentage of the total protected area burnt was 1·7 per cent. In the remaining months of the 1929 season fires were more numerous than in 1928. In the Kumaun circle, although the number of fires between April 1, 1929 and December 31, 1929, was 38 as compared with 32 in the corresponding period of the previous year, and the number of acres burnt was 7,390 as against 4,290, the results are satisfactory for a very unfavourable season. The controlled burning in Kumaun is a useful form of protection in which the villagers help freely. The department erected some game-proof fences to protect young *sal* growth from deer but the extent of the benefit derived cannot yet be ascertained. The effect of the opening of the Sarda canal was also closely watched. When water is running in the canal the sub-soil water level rises, but falls again when the canal is closed. There were no appreciable effects from water-logging, and seepage, although extensive when the canal was first opened, is now not at all widespread. On the other hand, the *sal* shoots in the *chandars* adjoining the canal bank appear to be growing steadily in places where they used to be cut back every year by frost.

Production. 23. The total area under concentrated natural regeneration at the end of the year 1928-29 was 214,269 acres. The regeneration of *sal* is most difficult and much experimental work

was done to find the best methods. Controlled departmental burning helped the regeneration of *chir* in Kumaun, and artificial regeneration supplemented the natural growth of *deodar*.

The total value of the produce removed from forests during the year was Rs. 58·47 lakhs, of which Rs. 48·12 lakhs represented the value of timber and fuel. The value of the *sal* produced was 85 per cent. of the total value of all timbers exploited. The output of resin for the year was 72,292 maunds compared with 105,597 maunds in the previous year, and the average yield per channel was 6·9 maunds, the highest yield so far obtained; but a still higher yield is expected for 1929-30. The total surplus received from the resin industry during the year was only Rs. 1·49 lakhs as compared with Rs. 3·04 lakhs in 1927-28. This decrease was due to a severe and continued fall in the demand for, and in the market prices of, turpentine and rosin. The average net surplus of the resin industry in the six years during which the Indian Turpentine and Rosin Company have taken the raw product from the department, has been Rs. 2·05 lakhs per annum. During the year 500,000 railway sleepers were extracted, and the demand for timber for matches and packing cases exceeded the supply.

Communications.

24. Hill roads were not so severely damaged in 1928-29 as usual, owing to the failure of the monsoon, and so repairs were not so expensive. The annual profits of the Nandhaur tramway have amounted to over Rs. 3 lakhs which is 50 per cent. more than the capital cost. The Gorakhpur tramway also worked well.

General.

25. An officer was put on special duty to direct the operations for the supply of hay to meet the fodder scarcity. Great economies were effected and organization improved with the result that 436,000 maunds of hay were supplied from the forests without any serious dislocation of ordinary work.

Industry and Trade.

26. Bad agricultural conditions affected most industries, particularly cottage industries. Handloom weavers suffered because the cotton crop was bad. The demand for textiles went down with the result that only nineteen cotton mills worked as compared with 23 last year. The woollen industry suffered in competition with foreign-made goods, particularly cheap blankets. The leather trade was slack, and the shoe industry suffered in competition with cheap imported shoes. *Gur* refineries could

make no profit because refined sugar was cheap and the price of *gur* slightly above the average, and the sugar industry suffered as a whole in competition with Java sugar. Fluctuations in price adversely affected the shellac industry which has not regained the ground lost in 1925-26. The gold-thread industry held its own, thanks to the protective duty.

Moradabad brass found a smaller market in India, although the export trade remained brisk. The printing industry at Lucknow and Jafarganj declined; the introduction of multi-coloured printing improved the sales of Jahangirabad prints. Prints from Farrukhabad, Muttra and Shahjahanpur also sold well. The hand-knitting hosiery industry was unable to compete with power machines.

On the other hand, the export of better grade carpets remained steady. The manufacturers of glass bangles at Firozabad were able to undersell foreign firms and the industry prospered. Sheet glass of good quality was manufactured by workmen from abroad on the new plant at the United Provinces Glass Works, Babjoi, and three new factories for the manufacture of blown glassware were started, and succeeded in withstanding Austrian and Japanese competition. The oil industry prospered. Wages in the woodworking industry rose steadily, motor car bodies were built for the first time in several places and trade improved slightly. The smaller engineering works progressed. A factory for the electro-deposition of metals on china was opened, and a rolling mill for making iron bars was installed. The manufacture of cheap quality washing soap developed. The Bareilly Match Factory and the Scientific Instruments Company, Limited, Allahabad, worked satisfactorily. Artificial silk is being extensively used, and although the tussar silk industry made little progress, and the manufacture of Benares satin declined, the silk weaving industry as a whole did well. An important new cigarette tobacco industry is being developed at Saharanpur.

Loans were made by Government and grants by the Board of Industries to various industries and 71·2 per cent. of the goods bought by the United Provinces Stores Purchase Department were of Indian manufacture. The provincial industries taken as a whole, however, did not have a prosperous year.

Condition of employment.

27. The total number of men employed in factories decreased from 88,319 in 1927-28 to 86,531 in 1928-29. The decrease was due to the fact that three cotton spinning mills at Agra remained

closed. Improvements in ventilation, lighting, and supply of drinking water were made in some mills. The British Indian Corporation now contemplate building a further set of 200 quarters for their employees.

INDUSTRIAL DEVELOPMENT.

Problems of industry.

28. The difficulties in the way of industrial development remain the same as in previous years. The educated classes are disinclined for occupations involving manual labour; the persons engaged in such occupations are handicapped by ignorance and lack of education, and for various reasons do not take full advantage of the facilities for technical training which have been provided for them. There is not an industrial tradition, except in a few artistic handicrafts. The industrialist is indifferent to the use of scientific methods either of production or sale. The aim of Government is, therefore, to encourage research into better methods of industry, to provide more facilities for technical training, and to demonstrate improved methods to the workers in their own homes. The latter are very conservative and cannot afford to make any innovations unless it is proved that the change will increase their profits.

Government aid.

29. The total number of Government and aided institutions increased from 112 to 118 and the number of students from 3,900 to 4,700. There was considerable competition for admission to these schools, and examination results were good, although the percentage of students who found immediate employment on leaving school was less satisfactory. Three long-term and six short-term foreign scholarships were awarded during the year.

The technical and industrial schools sent exhibits to all the local industrial exhibitions and the model weaving schools gave demonstrations in the surrounding districts, but results were not as encouraging as last year, due perhaps, to the depression in the handloom industry. The department answered about 200 industrial inquiries; some inquirers wanted to know the names of makers of machinery, others wanted to get into contact with consumers, and others required schemes for starting minor industries with small capital.

The United Provinces Stores Purchase Department made purchases from manufacturers in the province to the value of Rs. 12·24 lakhs.

General.

30. There were no signs of improvement in cottage industries. The province used to be famous for its art industries, but the demand for artistic goods has fallen. Indian craftsmen are copying commonplace foreign designs with the result that foreign countries, who valued their work for its Indian design, no longer buy their goods. Moreover, their products are neither standardized, nor advertised, nor supplied with regularity. On the other hand, a few enterprising firms have sent representatives to foreign countries and have found new markets. And the United Provinces Arts and Crafts Emporium endeavours to educate and assist the artware manufacturers to improve designs and to find remunerative foreign markets. During the year the Emporium succeeded in selling goods in foreign markets to the value of Rs. 15,000. There is considerable scope for this Emporium in the improvement of cottage industries.

COMMUNICATIONS, BUILDINGS AND POWER.

Railways.

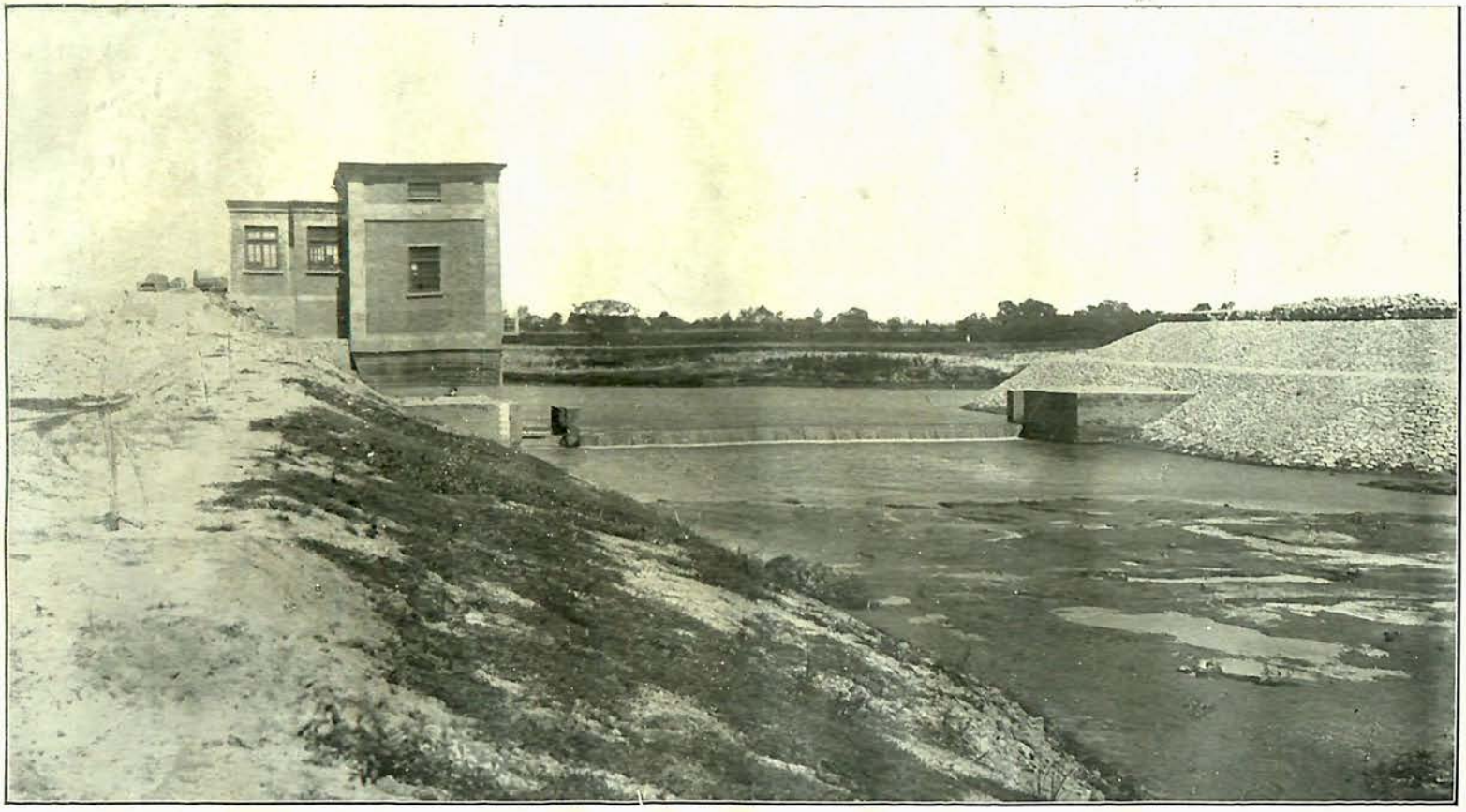
31. There were four new railway lines under construction during the year, the Agra-Bah line, the Chandpur-Bijnor-Muazzampur Narain line, the Unao-Madhoganj line and the Lucknow-Sultanpur-Zafrabad line. The Agra-Bah line was opened for traffic on April 10, 1929, and the Chandpur-Bijnor-Muazzampur Narain line was nearly completed by the end of the year. Work was not started on the Kartal-Kamasin line, the construction of which was sanctioned by the Railway Board. The new Cawnpore Central passenger station was nearly finished.

Roads and bridges.

32. Eighty-seven miles of road were reconstructed under the road reconstruction scheme, at a cost of Rs. 26·41 lakhs. Out of the Rs. 140 lakhs sanctioned for the scheme, Rs. 91·34 lakhs have now been spent. The cement concrete road is the most satisfactory type of road.

The expenditure on new construction work was Rs. 5·72 lakhs. During the year ending March 31, 1929, the Rajpur diversion on the Dehra Dun-Mussoorie road was completed, and good progress made on the extension from Bhatta to Sunnyview which is expected to be opened in the spring of 1930. The rest of the Gonda-Bahraich road was metalled and good progress made with the Phaphamau-Hanumanganj road.

Satisfactory progress was made on the Lachhmanjhula suspension bridge, four steel girder bridges were completed in the



SUMERA HYDRO-ELECTRIC SCHEME.

Kali Nadi pumping station built on well foundations on sand (left) with 100 feet long weir built on a diversion of the river.

Naini Tal division, and the bridge over the Gumti on the Lucknow-Bareilly road was completed after the close of the year 1928-29.

Buildings.

33. The building work for the Police Department continued and nineteen major works were completed. Since the construction of police buildings was started in 1924-25, sixty buildings have been completed at a total cost of Rs. 36·56 lakhs. The Provincial Hygiene Institute buildings and the new Museum at Muttra were completed. Work was continued on the Agricultural College, and the Technological Institute, Cawnpore, the Intermediate College, Allahabad, the new Kutcherry at Shahjahanpur, and the Agricultural School at Gorakhpur.

Electricity.

34. Electric power was supplied to five more towns during the year, bringing the total number of towns served to sixteen. Licences for ten more towns and two districts have been under consideration, and many were issued. The Ganges canal electric supply scheme is being developed, and should be completed by the autumn of 1930. Under this scheme, electricity generated at certain falls on the Ganges canal between Hardwar and Aligarh will be conveyed by overhead lines into all towns with a population of over 5,000 in the districts of Saharanpur, Muzaffarnagar, Meerut, Bulandshahr and Aligarh. Cheap electric power will then be available for lighting, pumping water for irrigation, grinding flour, sugar and oil, and for working lathes and machines in towns and villages. It should result in the improvement of agriculture and the development of local industries.

Organization of the Public Works Department.

35. Government decided that the offices of the Secretary to Government and the Chief Engineer should remain combined for the present, although they intend eventually to separate them. The retention of the Gonda division was justified by the events of the year; for famine test works had to be opened in the north of the Gonda and Bahraich districts in January 1929. A famine sub-division was opened at Gonda on April 17, 1929 and closed on July 31, 1929.

The cooperative movement.

Administration.

36. The committee appointed to inquire into the working and financial condition of the Sandila bank submitted their report in the second half of 1929; they recommended that, as the institution was bankrupt, it should be dissolved along with several affiliated societies, and that the remaining societies should form

themselves into a cooperative banking union; they further recommended that Government should give a grant of Rs. 64,000 to help the bank to pay off its depositors.

The executive committee of the United Provinces Cooperative Banking Union, formed in 1928 as an administrative body to control the supervisors, had to work very hard organizing the new system.

The three new assistant registrars took over independent charge of their circles, but even now there are only seven assistant registrars for nine circles. A lady inspector was appointed during the year. The training of supervisors at Partabgarh was continued and the length of the course started in September 1929 was extended from seven months to one year.

Progress in 1927-28.

37. The policy of the department in closing down bad societies was continued and resulted in a drop of 307 in the number of primary agricultural credit societies. One hundred and seventy-six more societies were closed in the last six months of 1929. The three-year programme for the removal of group secretaries was a failure and the experiment is now being made of appointing a special man in a supervisor's circle to visit the societies and train two or three men in each society to keep accounts. About eleven hundred member-secretaries were appointed during the year.

Owing to the scarcity which was prevalent in 1928, the central banks had to advance more loans and yet were unable to maintain collections, with the result that the majority of them are in a serious position. It appears that in 25 banks, expenditure on establishment and interest payable on deposits exceeded receipts from interest on loans; in fact, if the amount of interest which was not collected is excluded from profits, these banks are found to have worked at a loss. And it is probable that many of these banks will fail to realize a large portion of the principal sums lent to societies which are now in liquidation. There was an increase in the amount of loans given to societies from Rs. 36·80 lakhs to Rs. 37·14 lakhs, and a decrease in the amount recovered from Rs. 34·85 lakhs to Rs. 31·38 lakhs. The amount outstanding increased, therefore, from Rs. 59·03 lakhs to Rs. 64·96 lakhs and the sum overdue from Rs. 15·98 lakhs to Rs. 17·52 lakhs. If allowance is made for sums postponed, the amount overdue is nearly 36 per cent. of the sum outstanding, and the collections for the year amounted only to 57 per cent. of the principal demand.

The amount advanced by primary agricultural credit societies rose from Rs. 41·60 lakhs to Rs. 41·85 lakhs and the amount recovered fell from Rs. 34·86 lakhs to Rs. 32·29 lakhs. The sum outstanding was Rs. 83·70 lakhs as compared with Rs. 77·47 lakhs in the previous year. Thus the financial positions both of primary agricultural societies and of central banks are bad; the general public has little confidence in the shares of cooperative banks and it will require years of hard work and a succession of good harvests to enable many of these banks to pay reasonable dividends to the shareholders.

Three hundred and ninety societies were liquidated during the year and about double that number will have to be liquidated in the year 1929-30.

The number of central non-credit societies increased from four to ten. Two agricultural supply societies were started, a district cooperative physical culture association was inaugurated, and a sugarcane sale union was formed. Cooperative central societies were started in Agra and Sandila for the supply of raw materials to weavers, but both worked at a loss. New societies for consolidation of holdings could not be formed for want of expert assistance, but 26 primary societies for adult education, rural reconstruction and better living were registered. A few credit societies in Cawnpore helped to release their members from the hands of money-lenders, but the number of unlimited liability credit societies, which are mostly societies of cottage industrialists, decreased during the year. The thrift societies of teachers in Partabgarh were not successful, and the condition of the housing societies did not improve.

Future progress.

38. The cooperative credit movement received a serious setback from the general distress which prevailed during the year. It will require several years of hard work to restore to financial stability the central banks and to regain the confidence of the public. Many primary societies will have to be liquidated and the quality of the supervision over the remainder will have to be improved. At present, supervisors although selected from agricultural families, are prone to start lecturing to, rather than talking with, the villagers; and inspectors do not feel at home in the villages. Progress is bound to be slow, because the cooperative movement aims at effecting a revolution in thought amongst the masses, but some genuine improvement in methods of business, farming and living has already been effected.

EDUCATION.

39. Although the number of students increased by only 57,000 as compared with the increase of 85,000 in the previous year, the increase in expenditure was Rs. 22 lakhs against Rs. 16 lakhs in 1927-28. The total enrolment was 1,490,000. Compulsory primary education has now been introduced by 25 district boards and by 35 municipal boards. The recurring grant towards expenditure on compulsory education incurred by district boards was increased to Rs. 5 lakhs by Government who intend ultimately to grant two-thirds of the total expenditure. It has been reported that there are signs of friction between the district boards and the educational committees appointed, under the United Provinces District Boards (Amendment) Act, II of 1928, to administer the boards' educational systems and to help to solve the problems created by the extension of compulsory education.

Efforts to give vocational training in schools continued. A number of drawing masters were trained in drawing and handwork at the Government Handicraft Training centre at Allahabad. The superintendents of physical training at the three Government training colleges conducted courses for drill instructors serving in recognized schools. Music classes were started in two more English schools.

Scouting spread in the Agra, Benares and Lucknow divisions and in Kumaun. There were 2,166 candidates from anglo-vernacular and vernacular middle schools for the examination in first aid, hygiene and sanitation held by the St. John Ambulance Association, of whom 1,795 were successful.

The number of vernacular middle schools teaching agriculture rose from 16 to 29; initial prejudice against these classes has been broken down and the difficulty now is want of farms for practical demonstration to the boys. Manual training classes in vernacular middle schools were not as popular as the agriculture classes but Government have, during 1929, provided for the extension of facilities for instruction in educational handicraft.

The most important results of the gradual introduction of vernaculars as the media of instruction in English schools have been the deterioration in the knowledge of English, and the discovery of the inadequacy of the available text-books in Urdu and Hindi. The demand for facilities for learning English in vernacular middle schools increased.

University education.

40. The total enrolment in the five universities increased by 391 to 6,995, during the year 1928-29. At the Allahabad University the zoology and botany buildings were extended, and a village service league and study circles in literature, political science, present-day problems, and general science were started. At the Lucknow University the chemistry block was completed. Considerable progress was made with the framing of statutes and regulations for the Agra University which has now been in existence for over two years. Consequent on the formation of a department of Ayurvedic medicines at the Benares University, a separate faculty of medicine and surgery (Ayurveda) was instituted. Efforts are being made to collect funds to clear off the existing burden of debt. The energies of the staff of the Aligarh Muslim University were directed towards remedying the defects pointed out by the Rahimatullah Inquiry Committee. The number of graduates who cannot find employment increases every year, and Government have appointed a committee to report on the situation and suggest remedies.

Secondary education.

41. The number of secondary institutions rose to 944, and enrolment increased from 146,554 to 158,709. Economics was introduced as an optional subject in one of the intermediate colleges and Commerce in another, but lack of funds prevented further provision for the teaching of Urdu and Hindi. High and middle schools tend to increase in size, but the present-day trained teacher seems disinclined to do a full day's work, and the standard of teaching is still low; English, in particular, is badly taught. The number of students of vernacular middle schools who offered English as an optional subject again nearly doubled. During 1929, age limits were fixed for the superannuation of students reading in classes III to IX of Government English institutions. Government also ruled that an aided institution may, with the permission of the Director of Public Instruction, use the vernacular as the medium of instruction in classes IX and X. A new class to train teachers of handicraft to give instruction in manual training in recognized English schools was opened in July 1929. Government made serious efforts to expand manual training and drawing in secondary schools, and also appointed a special officer to improve and extend the teaching of agriculture in vernacular and anglo-vernacular schools. The benefits which should have been derived from the medical inspections of scholars, were to some extent nullified by the apathy of parents towards the health of their children. The

work of inspection of scholars of recognized schools in 44 municipalities was transferred to the Public Health Department with effect from October 1, 1929.

Primary education.

42. Enrolment again increased, but there are still more than five times as many pupils in the lower primary section as there are in the upper primary section, and the standard of teaching does not improve. The importance of games, drill, and scouting in the development of very young children is not generally recognized. It was decided that the Cooperative Department will in future be responsible for the provision of schemes for adult primary education.

The education of girls.

43. The number of institutions for the education of girls again increased, but there was a serious shortage of trained teachers. In July 1929 nine new government vernacular schools for girls were opened, and the staff of the Women's branch of the United Provinces Educational Service was increased in April. There are very few anglo-vernacular middle schools although there is a growing demand for English education.

Public health.

Births and deaths.

44. The year 1929 was not as healthy as the previous year. The actual recorded number of births and deaths for the year is not yet available but the death rate was estimated at 24·61 per mille. This is lower than the mean for the previous five years but higher than the rate for 1928, which was 24·15 per mille. The estimated birth rate was 33·40 per mille as compared with 38·24 in 1928, and the infantile mortality rate was 176·07 against 159·90. There was an increase in the number of deaths under all heads except plague, respiratory diseases, and "All other causes", but the greatest increases were under cholera and small-pox. The number of deaths per mille due to cholera was 1·26 as compared with 0·99 in 1928, while the number due to small-pox was 0·29 against 0·07 in the previous year.

The public health staff made every effort to check the spread of cholera. The staff performed a large number of anti-cholera vaccinations, and distributed permanganate of potash and medicines. The department gave grants to certain districts and, in some places, enforced temporary regulations under the Epidemic Diseases Act. But, in spite of these measures, the number of deaths reported from the twenty districts under the cholera scheme and also from the districts of Naini Tal, Almora

and Garhwal to which cholera medicines and permanganate of potash were supplied, was considerably greater than in 1928.

Public health services.

45. The Public Health Department continued the experimental cinchonization scheme in selected districts with encouraging results, but the research on plague was discontinued from May 15, 1929. It was proved that plague does not persist in a locality apart from infection among rats, but that even a few rats and fleas will keep the infection alive during the hot weather.

As usual the medical and sanitary arrangements at fairs were supervised by the staff of the department who inspected all incoming passengers in pilgrim trains during the *Magh mela* at Allahabad, and treated all those found suffering from any infectious disease. The officers of the Hygiene Publicity Bureau distributed posters and booklets and delivered lectures especially during epidemics and at religious fairs held in the province. They also assisted the district staff in the establishment and maintenance of village aid dispensaries and the working of the village aid scheme.

During the year the district health service was extended to Garhwal and is now in force in 28 districts.

The public health staff visited nearly four thousand schools during the year 1928-29 to discover whether or not scholars had been vaccinated. As a result of the campaign conducted by the department in recent years, the proportion of unvaccinated children in schools has decreased. The Director of Public Instruction issued orders restricting the admission of children who have not been vaccinated into schools in municipal areas; this has also helped to decrease the number of unvaccinated scholars. During the year 1928-29, 1,553,631 persons were vaccinated at an average cost per successful vaccination of four annas two pies, as compared with four annas four pies in 1927-28. A Bill to introduce compulsory vaccination in rural areas is before the Government.

The total output of crude lymph from the Government Bovine Lymph Dépôt at Patwa Dangar was 21,752 grammes as compared with 16,371 grammes in 1927-28.

Engineering branch of Public Health Department.

46. The department carried out during the year 1928-29 provincial and imperial original works costing Rs. 7·11 lakhs. In addition, it had in hand during the year work of the value of Rs. 33·71 lakhs for local authorities and supervised works

amounting to about Rs. 46 lakhs, which are under construction by local authorities through their own agency. Projects costing Rs. 110·02 lakhs were prepared for local authorities and others costing Rs. 13·87 lakhs are in hand. The department supplied to local authorities 48 forecasts of costs amounting to Rs. 99·23 lakhs.

The most important provincial work done during the year was on the Lucknow anti-malarial and drainage scheme connected with the Ghazi-ud-din Haidar canal. The department also worked on the mechanical filtration plant, and the extension to the raw water pumping plant at Agra, the revised Benares water supply re-organization scheme, the Kaimganj drainage works, Kosi water supply, several Lucknow water supply re-organization schemes, and the Roorkee electric supply schemes, as well as many minor provincial and deposit works.

The Board of Public Health made grants amounting to Rs. 6·40 lakhs from the budget allotment of 1928-29 for special assistance to pilgrim centres, urban and rural sanitation, and minor sanitary works.

Medical services.

47. During 1929 three dispensaries were opened and fourteen dispensaries were transferred to district boards, who were unable to meet the revised rates of pay for the Provincial Subordinate Medical Service and appointed, therefore, their own medical officers on lower rates of pay.

Government sanctioned 30 extra posts for women sub-assistant surgeons and 50 for midwives and helped to provide funds to build eight separate dispensaries for women. At present, in rural areas a portion of the men's dispensary is set apart where the women doctors and midwives attend to women patients and children during the morning. The Superintendent, Medical Aid to Women, inspected women's hospitals in all district headquarters, branch dispensaries for women, and also those men's dispensaries where women sub-assistant surgeons and midwives were posted.

Maternity and child welfare.

48. Indigenous *dais* and midwives were trained in Dufferin and women's hospitals as well as in maternity and child welfare centres recognized by the State Medical Faculty of the United Provinces.

Town improvement.

49. The period for which the Fremantle Committee drew up its programme of work and funds will expire on March 31, 1930, and

so a committee was appointed by Government to examine the present position of the Improvement Trusts at Allahabad, Lucknow and Cawnpore, to discuss the terms on which the Trusts should work in the next period of five years, and to prepare a programme of work for each Trust which should be within the limits of the funds which are likely to be available.

This committee submitted its report to Government. It reported that the Lucknow Trust was more or less financially stable, but that the Allahabad and Cawnpore Trusts were virtually bankrupt. And it recommended that the loan liabilities of the Allahabad and Cawnpore Trusts should be reduced to a figure which is commensurate with the value of their assets, and that the arrears of interest owed by all three Trusts should be written off. The committee further advised that, to provide the Trusts with an income from which they could meet their proposed expenditure, the possibility of levying an enhanced stamp duty on the transfer of certain properties within municipal limits, a compulsory contribution from the municipal boards, and a "betterment" rate, should be investigated. Further, it proposed that Government should make special grants from provincial revenues for the improvement of dwellings for workmen and the poorer classes; should allow the Lucknow Trust to continue to manage nazul property and to utilize the surplus therefrom; should hand over to the Cawnpore Trust the proceeds of special nazul; and should continue the annual subsidy to the Allahabad Trust in lieu of the nazul surplus. Given this measure of financial relief, the Trusts, it is considered, should be able to provide for their annual expenditure, and could be expected to meet regularly their revised debt obligations.

At Allahabad the Trust extended the Zero road up to the Johnstonganj road during the year, and is acquiring property for the Mirganj Open Area scheme. Under the supplementary Zero road scheme it built seventeen houses for the poor, which will be given to persons ejected under other schemes.

The Cawnpore Trust sold about 79 acres of land and leased just over five acres during the year. The East Indian Railway have provided a marshalling yard on the land sold in the factory area; competition for land in this area is keen. In the Gutaiya area the Trust sold 38 acres of land at cost price to the British Indian Corporation for the extension of the workmen's settlement at MacRobertganj. The Corporation will itself develop the land.

The Lucknow Improvement Trust continued its work on roads and also diverted a short length of sewer in Narhai. The development of this area is now almost complete. The Sondhi Tola Open space was completed, and many other open spaces are being provided in the city. The Trust sold sites in the Narhai, Barudkhana, Mawaiya and Birhana scheme areas. The four flats above the second block of shops in Hazratganj were completed and three have been let.

PROVINCIAL FINANCE.

(Figures are in lakhs of rupees.)

50. In the original budget for the year 1928-29 the revenue, excluding debt heads, was estimated at Rs. 1,248·40, but the actual revenue was only Rs. 1,145·16. The main explanation for this deficit is to be found in the agricultural conditions of the year 1928, which necessitated substantial remissions and suspensions of land revenue, combined with the number of holidays in March, which resulted in the postponement of collections until the following year. Adverse conditions and high prices also reduced the revenue from excise and stamps. On the revised estimate the year's working was expected to close with a deficit of Rs. 20·70 in the revenue section, and a surplus of Rs. 9·06 under capital heads, that is, a net deficit of Rs. 11·64; and the closing balance was expected to be Rs. 18·11. Actually, there was a deficit of Rs. 83·93 in the revenue section and a surplus of Rs. 22·89 under capital heads. The deficit thus rose to Rs. 61·04; or taking into account the opening balance of Rs. 29·75, the year ended Rs. 31·29 short. Moreover, Rs. 20·99 were owed to the Famine relief fund. To adjust the accounts a loan of Rs. 53 lakhs was taken as at March 31, 1929; the accounts show, therefore, a closing balance of Rs. 21·71, of which all except Rs. 9·72 belongs to the Famine fund.

The budget of 1929-30 depends to some extent on the results of the previous year. The revised estimate for 1928-29 assumed a closing balance of Rs. 18·11; the original estimate for 1929-30 was based on an expected surplus of Rs. 24·17; the closing balance of the year, therefore, was expected to be Rs. 42·28 lakhs. Budget calculations were upset, however, by two factors. First, the year 1928-29 actually closed with a deficit of Rs. 31·29 and there was a sum of Rs. 20·99 owing to the Famine fund. The total deficit, therefore, was Rs. 52·28 lakhs. Secondly, there was serious scarcity in the early months of 1929-30

necessitating the remission of Rs. 56·00 lakhs of land revenue, and the issue of large *taqavi* advances from a special loan of Rs. 70 lakhs. The revised estimate for the year gives a closing balance of Rs. 35·30, of which Rs. 29·74 belongs to the Famine relief fund and Rs. 5·56 to other accounts.

The financial position is gloomy. The year 1928 was a bad one from the agricultural point of view owing to the damage done to the *rabi* crops by late rains in March and to the partial failure of the monsoon. The situation continued unsatisfactory in certain areas up to the monsoon of 1929; but good rains late in the year have improved prospects, and the winter crop of 1930 is promising. The succession of misfortunes which led to substantial remissions of land revenue and which adversely affected other productive heads of revenue has left the province in a precarious position. The estimate for the year 1929-30 expects that year to close with a deficit balance of about Rs. 9 lakhs. Given normal agricultural conditions, it should be possible, however, to rehabilitate the working balance by the end of 1931-32, but only at the expense of expansion in every direction. By that time, the province should have provided the statutory maximum of Rs. 55 lakhs in the Famine fund; and Rs. 16 lakhs a year would then be set free for development. In 1932-33 the annual payment of Rs. 25 lakhs towards liquidation of debt will also come to an end. Sources of income, too, should become more productive. Revenue from the Sarda canal, the need for which has been proved by the adverse conditions in 1928 and 1929, will increase gradually. It is estimated that the hydro-electric projects which will be completed in 1930 will yield at least Rs. 7 lakhs a year; and the new settlements which are steadily progressing are expected to give an annual rise of Rs. 4 lakhs in land revenue. But the needs of the province are increasing so rapidly that even these enhanced resources will be insufficient to meet them.

Excise.

Consumption.

51. The fall in the consumption of country spirits which had been going on since 1921 was checked in 1927-28, but continued again in 1928-29. There was a decrease of 10·6 per cent. on the figures for the previous year. There was also a decrease in the conumption of hemp drugs, due mainly to adverse economic condtions, but the figures for *charas* are deceptive as part of the apparent decrease is due to the consumption of illicit *charas* smuggled from the Punjab and Delhi provinces. The

Governments of Delhi and the Punjab reduced the rate of duty on *charas* from Rs. 60 to Rs. 20 per seer which is much lower than the rate in the United Provinces. To balance the decrease in the consumption of country spirit there was an increase of 27·7 per cent. in the sales of foreign liquor. The contribution to excise revenue per head of population was four annas seven pies in 1928-29, and is now the lowest in India.

Policy.

52. When it is considered that the revenue drawn from the consumption of country liquor has fallen from Rs. 112·04 lakhs in 1920-21 to Rs. 52·77 lakhs in 1928-29, it must be admitted that Government have not hesitated to forgo a large and easily gathered revenue in the cause of temperance. But this restrictive policy has not entirely succeeded in its object. Illicit distilling is no longer confined to rural tracts, but stills have been discovered in big cities. A regular business is done by illicit distillers to which all castes and creeds are attracted by the large profits which can be made. And the decrease in the consumption of licit liquor may be nearly balanced by an increase in the use of illicit liquor. There is also a tendency to drink foreign instead of country liquors, with the result that the consumption of beer increased by 21·4 per cent. and of foreign spirits by 82·6 per cent. Further restrictions in the sale of country liquor may result, therefore, in still more extensive illicit distilling and in further substitution of foreign for country liquor.

Excise crime.

53. A vigorous campaign against illicit distillation and smuggling was carried on. The result was that the total number of prosecutions under the Excise and Opium Acts was 3,230 compared with 3,096 in the year 1927-28. The number of cases relating to the manufacture, import and smuggling of country liquor rose from the record figure of 1,745 in the previous year, to 1,898 in the year 1928-29. There were 524 prosecutions for offences relating to hemp drugs, as compared with 339 in 1927-28. The reduction by the Punjab and Delhi Governments of the duty on *charas* resulted in extensive smuggling to check which a special staff was appointed. Illicit traffic in cocaine flourished and opium smugglers were active; neither the vigilance of the police and excise officers, nor the heavy fines inflicted on convicted offenders were able to check these evils.

Administration.

54. The number of licensing boards remained the same during 1928-29, but the system was extended to six towns and two districts after the close of the year. The proposals of the

boards, with a few exceptions, were accepted by Government. Advisory committees continued to work well.

Excise expenditure amounted to Rs. 7·31 lakhs as compared with Rs. 6·99 lakhs in the previous year. It was 5·6 per cent. of the gross excise revenue of the province. The rise in expenditure was due to annual increments in the time-scale of pay.

Country liquor was sold in sealed bottles in 29 towns and one district during the year, and the system had the effect of reducing sales.

Temperance propaganda.

55. There are temperance societies in the province, some of which do good work. As the result of a resolution passed by the Legislative Council on June 26, 1929, Government appointed a sub-committee to report on methods of propaganda for the encouragement of temperance.

Local self-government.

District boards.

56. The financial position of most boards again deteriorated. Expenditure increased from Rs. 200·70 lakhs to Rs. 208·59 lakhs, and income fell from Rs. 192·45 lakhs to Rs. 191·85 lakhs, with the result that many boards are almost bankrupt and nearly all are drawing on their capital resources to balance their budgets. The Dehra Dun board is reported to be bankrupt. In only seven boards, as compared with fifteen in the previous year, did income exceed expenditure. The balances at the disposal of the boards have fallen far below the minimum prescribed by Government. Some have realized their precarious position and have sought to improve it by imposing a tax on circumstances and property. Others have repeatedly refused to do so. But even where this tax has been imposed, arrears are high and the cost of collection disproportionate to the receipts. The total receipts from this tax were Rs. 2·32 lakhs, and collection charges were Rs. 0·83 lakh.

After the elections in December 1928, there was an improvement in attendance at meetings, and the average percentage of members present rose from 52·8 in 1927-28 to 58·6 in 1928-29. But the same general criticisms are levelled at boards as in the previous year. They possess little financial conscience and are too ready to spend money to please members and constituents, or to render allegiance to fashionable ideas. The leading men in many districts are unwilling to face the turmoil of the elections and are not standing as candidates, with the

result that the quality of board membership has deteriorated. At the same time, there are in every board honest, honourable and hard working members who take their duties seriously.

The road system further deteriorated during the year, and the majority of boards did little to check the decay. Some boards have postponed repairs so long that the cumulative cost of proper renewals is now beyond their financial powers, and almost every board has failed to draw up or adhere to a proper scheme of repairs, or to earmark funds to carry it out. Twenty-four boards reduced expenditure on metalled and 34 on unmetalled roads.

Boards spent Rs. 19·45 lakhs on medical services and Rs. 5·18 lakhs on public health, out of a total expenditure of Rs. 208·59 lakhs. Of these sums, Rs. 10,199 were spent on child welfare, Rs. 22,410 were spent on grants-in-aid to *vaids* and *hakims*, Rs. 51,482 on epidemic charges, Rs. 40,444 on grants for sanitary purposes and Rs. 37,474 on conservancy. Compare these sums with the expenditure of Rs. 108·58 lakhs on education. There was a slight improvement in the provision of medical aid for women, and the district health staff did good work in the prevention, control and suppression of epidemics, as well as in the education of the villagers in better methods of sanitation and hygiene.

It was to education that district boards directed their main attention and they spent more than half their income on this service. Government made recurring grants amounting to Rs. 69·99 lakhs, and non-recurring grants amounting to Rs. 3·24 lakhs towards the total expenditure of Rs. 108·58 lakhs. Female education did not make much progress; technical education was in demand in some districts and not in others: compulsory education has now been introduced by 25 district boards; scouting increased in popularity and physical training was taught in most schools. It was hoped that the education committees appointed under the United Provinces District Boards (Amendment) Act, II of 1928, would improve the existing administration of education but unfortunately, there are already signs of friction between the committees and the boards.

The record of progress is not encouraging, but it cannot be denied that the position of the non-official chairman is a difficult one, nor that boards complete a large volume of important administrative work. Many of the chairmen are men of energy

and public spirit. Until members develop a sense of responsibility to the public and a sense of loyalty to their chairman, district boards will continue to lay themselves open to criticism. The United Provinces District Boards (Amendment) Act of 1929 requires the chairman to resign if a vote of censure is passed upon him by a majority of not less than one half of the members of the board.

Municipal boards.

57. The improvement noticed in the last year's report was not maintained and the general financial position of the boards deteriorated; elections were held, however, in December 1928 and the new members then elected showed enthusiasm which is reflected in an improvement in the figures for attendance at meetings. Although more meetings were held, fewer proved abortive for want of a quorum, fewer were adjourned, and the average attendance improved.

The financial position is considerably worse than it was in the previous year; income fell short of expenditure in seventeen of the 26 boards whose income is more than one lakh, and in 26 of the remainder, the total deficit being over sixteen lakhs. In the previous year the deficit was only Rs. 1·70 lakhs and in 1926-27 was Rs. 11·27 lakhs. To meet this deficit Government securities to the value of Rs. 6·90 lakhs were sold, and Rs. 12·02 lakhs were borrowed. The year closed with a balance of Rs. 37·19 lakhs which is three lakhs less than the opening balance. The position is due to an all-round increase of expenditure without a corresponding increase of income. Only 82·24 per cent. of the total demand was collected, and in nineteen municipalities the percentage of collection was less than 75. But even if the total demand had been collected, income would not have equalled expenditure. Municipal boards will have to develop further sources of revenue and practise rigid economy if they are to satisfy the demand for improved education, better roads, pure water supply and electric power.

There was an improvement in the water supply system during the year. Extensive re-organization works have recently been completed in many towns and the supply of water has been increased by 50 per cent. But revenue has only gone up by 20 per cent. although the number of private connexions has increased. In Allahabad, Benares, Lucknow and Cawnpore the average consumption per head per day has increased alarmingly, and unless it is checked further capital expenditure will soon be necessary. The Superintending Engineer, Public Health Department,

is of opinion that if a meter were attached to all private connexions of one-half inch size and upwards and allowance were made by all boards for water supplied for municipal purposes, and the other recommendations of the Mechanical Adviser were followed, the water supply systems would become self-supporting and would be able to make sufficient profit to pay back interest and sinking fund charges on all future loans that might be required for extensions.

The condition of municipal roads is improving, and the advantages of bitumen-bound roads are being recognized, except in the divisions of Jhansi and Fyzabad where the boards take little interest in the upkeep of roads and the total expenditure was only Rs. 66,000. There has not been as much improvement in the drainage system as in the water supply systems and many municipalities are still very insanitary. The death rate rose to 39·95 per mille and the infantile mortality rate to 255·81 per mille. The latter compares unfavourably with the rate for the whole province which was 159·9 per mille. Very few boards have recognized the importance of infant welfare work or the need for trained midwives.

Sixteen towns are now supplied with electric power.

Audit notes showed that the accounts of most boards were more satisfactorily kept; and action was more generally taken on objections.

As in previous years the criticisms are that some boards are prone to interfere with their executive officers in matters of detail, are liable to split up into parties on communal, family or political lines, are slow to take the advice of officials who wish only to help them, and are wasteful in their expenditure. On the other hand, there are boards which are imbued with a desire to work for the public good and which have improved the amenities of their municipalities.

Village panchayats.

58. The year was one of optimistic hope for the future rather than one of solid achievement. In every district a large number of useless *panchayats* were abolished, a few new ones were formed and a few good ones given enhanced powers under section 24 of the Panchayat Act. It is certain that when the Act was first passed a large number of *panchayats* were started quite indiscriminately in villages where they could have no hope of success. These are gradually being weeded out and the little time which the local revenue officers can spare is being

devoted to the encouragement of the remaining *panchayats*. There is little complaint about the judicial work done by the *panchayats;* on the whole, their decisions are fair and few of them are reversed on appeal. But they are not, at present, taking the lead, as they were expected to do, in village uplift and village sanitation. *Panchayats* are too ready to think that if no cases are instituted, there is no work for them to do, although there are *panchayats* which maintain sweepers, keep modern ploughs, repair wells, fill in old tanks and insanitary hollows and work for the improvement of the conditions of life in their villages.

CONCLUSION.

59. The monsoon of 1928 was poor and the *kharif* crop failed. The distress which followed is reflected in the reports on the working of the various departments. For example, central cooperative banks had to advance more loans and were unable to maintain collections, with the result that their financial position became serious; most industries, particularly cottage industries, suffered from the high prices of raw materials and there was a general trade depression; there was a decrease in excise revenue due to restricted consumption of hemp drugs; and there was an increase in crime which became more apparent in the figures for the year 1929. The economic position of the people suffered and, as a result, the death rate increased and the birth rate went down. Government had to suspend or remit much of the land revenue and to distribute large sums in *taqavi*.

It was apparent that the actual revenue for the year 1928-29 would fall short of the estimates and every department had to economize. Education could not expand as rapidly as in previous years, village aid and other public health schemes could not be developed, the Agricultural Department had to restrict itself to the work already in hand and was unable to make the experiments and innovations recommended by the Royal Commission on Agriculture.

Unfavourable weather and locusts combined to do serious damage to the *rabi* crop in many districts and Government were obliged to make further suspensions and remissions and to distribute still more *taqavi*. Most of the departments have prepared schemes for expansion which await the provision of funds, but no money was available in 1929 as a result of the

financial stringency and the orders issued by Government to all departments to restrict expenditure. The *kharif* crop, although it suffered in unirrigated areas from shortage of rain in September, 1929, was better than in the previous year; there was sufficient rain in October to allow the cultivators to sow the *rabi* crop, and it was very promising at the end of the year as a result of general rain in the latter half of December. If this improvement in agricultural conditions is maintained it should be possible rapidly to restore the working balance, but only at the cost of expansion in every direction. If the schemes for development are to be carried out, fresh sources of revenue will have to be found. By the end of the year 1931-32, the province should have provided the statutory maximum in the Famine fund and Rs. 16 lakhs a year would be set free for development. In 1932-33 the annual payment of Rs. 25 lakhs towards liquidation of debt will also come to an end. Revenue from the Sarda canal will gradually increase and the hydro-electric projects in the western districts, which should be completed in 1930, will yield at least Rs. 7 lakhs a year, while new settlements are expected to give an annual increase of Rs. 4 lakhs in land revenue. But the needs of the province are increasing so rapidly that even these enhanced resources will not be sufficient to provide for their fulfilment.

PART II.—DETAILED CHAPTERS.

INTRODUCTORY.

THE following subjects are dealt with once every ten years. Except for changes of importance described in the reports of succeeding years, the latest information about them is embodied in the General Administration Report for 1921-22 and will be found in that report on the pages shown below :—

	Pages
(1) Physical features, area, climate and chief staples of the province	1—11
(2) Historical summary	14-64
(3) Form of administration	64—66
(4) Character of land tenures	67—72
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(10) Ecclesiastical jurisdiction	176—178

CHAPTER I.—GENERAL ADMINISTRATION AND CONDITIONS.

1. Changes in the administration.

1. On the death of His Excellency Sir Alexander Muddiman, KT., K.C.S.I., C.I.E., on June 17, 1928, His Excellency Captain Nawab Sir Muhammad Ahmad Sa'id Khan, K.C.I.E., M.B.E., of Chhatari, held charge of the province until relieved by His Excellency Sir William Malcolm Hailey, G.C.I.E., K.C.S.I., on August 9, 1928.

Sir George Bancroft Lambert, K.C.S.I., I.C.S., held the office of Finance Member throughout the year except from December 22, 1928, till April 22, 1929, during which period he officiated as Governor of the province in the absence on leave of Sir Malcolm Hailey. He was succeeded, as temporary Finance Member, by Sir Alan William Pim, K.C.I.E., C.S.I., I.C.S., Senior Member, Board of Revenue. Nawab Sir Muhammad Ahmad Sa'id Khan held the office of Home Member during the year.

Hon'ble Nawab Muhammad Yusuf, Bar.-at Law, continued to be Minister for Local Self-Government throughout the year. On June 8, 1928, Hon'ble Rai Rajeshwar Bali, O.B.E., and Hon'ble Thakur Rajendra Singh resigned the portfolios of Minister for Education and Agriculture respectively; they were succeeded by Hon'ble Raja Jagannath Bakhsh Singh and Hon'ble Maharaj Kumar Major Mahajit Singh on June 15, 1928. Raja Jagannath Bakhsh Singh resigned on September 25, 1928, and was succeeded by Hon'ble Raja Bahadur Kushalpal Singh, M.A., LL.B., on October 11, 1928. In the intervals Nawab Muhammad Yusuf held the vacant portfolios.

2. Character of the year.

(*See Government resolution on Revenue Administration for the year ending September* 30, 1928.)

Nature of the weather and its effects on crops.

2. The monsoon of 1927 was on the whole good though not as favourable for the *kharif* crops—the area of which was 5·7 below normal—as that of 1926. There was a drop in the area of both late and early rice and a marked decrease in the area under cotton.

Owing to favourable conditions at the time of sowing, the *rabi* area increased by 6 per cent. The promise of a fine *rabi* in 1928, however, failed to materialize as the result of heavy and persistent downpours, when the crops were ripening, together with further damage by hailstorms and violent duststorms in the Meerut and Rohilkhand divisions; and the outturn was below average.

In 1928 the monsoon broke in time but was very feeble. In July, August and September rain was, for the most part, scanty and inadequate—the last three weeks of September were practically rainless—and the total rainfall was considerably in defect of the normal in all districts, the shortage being most marked in the Agra and Allahabad divisions and in parts of Rohilkhand, Bundelkhand and Oudh. The *kharif* suffered severe damage. The area sown was 6·2 per cent. below normal and the outturn was considerably reduced. The outturn of early and late rice fell to 45 per cent. and 40 per cent. of normal respectively, while that of *juar* and *bajra* was only 55 per cent. of normal. The outturn of maize was better, but still showed a falling off of 15 per cent. from last year's figures.

The situation at the end of September was serious over the province as a whole. The ground had become so dry everywhere that there was little prospect of the *rabi* germinating in the unirrigated area. But great relief came to the eastern half of the province during the first week of October from rain which was plentiful in the divisions of Benares and Gorakhpur; while appreciable rain fell in many western districts also. The south-west of the province, i.e., the Agra division and much of the Jhansi and Allahabad divisions, where the situation was still serious, received bountiful rain from an unexpected storm in the fourth week of October—especially the Jhansi division. As a result it was possible to sow the *rabi* everywhere. The area sown was only 1·4 per cent. below last year's figure and was 6 per cent. above normal.

Apart from a fair fall of rain early in the month in the western districts there was hardly any rain in December and the first three weeks of January were almost rainless; but on January 25 and the following days there was plentiful rain over the greater part of the province. For the second year the *rabi* showed promise of being a fine crop. These hopes were dashed, however, by a sharp frost in February followed by dry westerly winds in March which, together with a serious shortage of canal water, caused considerable damage to the crops in certain parts of the province. The outturn of wheat remained at last year's figure, i.e., 75 per cent. of the normal, but that of gram showed a marked decrease, being only 55 per cent. of the normal. The irrigated area rose by 89 per cent. from 5,505,197 acres to 10,403,974 acres owing to the drought. The canal-irrigated area rose by 51·4 per cent. from 1,946,577 acres to 2,947,796 acres.

3. Prices of foodgrains were almost stationary from October, 1927 to May, 1928. From the beginning of June, 1928, prices began to rise owing first to the poor outturn of the *rabi* and later to the defective monsoon of 1928. For example the price of *juar* rose from 14 seers per rupee in June, 1928, to 6·75 seers in February, 1929, which was its highest level; and the price of maize rose from 14 seers in June, 1928, to its highest level of 7 seers by November, 1928. The price of rice remained stationary, however, throughout the year except in May and June, 1929, when it fell. Wheat reached its highest level in November, 1928, after which it fell in June owing to large imports from Australia. After January, 1929, it fell gradually until it reached its lowest level in June. Prices.

Trade.

4. Bad agricultural conditions affected most industries, particularly the cottage industries. Handloom weavers suffered because the price of cotton yarn went up while the cost of piece-goods fell. Foreign competition adversely affected the cotton, blanket, sugar, leather and shellac industries. The oil industry prospered and the glass bangles of Firozabad competed successfully with foreign bangles.

Health.

5. The year was not as healthy as the previous year when the death rate was the lowest on record. There was an increase in the number of deaths from all the chief diseases except small-pox and fever. The Inspector-General attributes the increase in mortality from cholera to the failure of the monsoon. The increase in the death rate from plague was very marked. The epidemic reached its height in March and April and caused the heaviest mortality in the Rohilkhand division. The death rate increased from 22·59 last year to 24·15 this year.

The district health service was extended to Naini Tal district. Its extension to other districts was prevented by lack of funds.

3. Indian States.

(See the Annual Reports on Administration issued by the Rampur, Tehri and Benares States.)

RAMPUR.

Notable events.

6. Sir George and Lady Lambert stayed at Rampur as guests of His Highness the Nawab on April 1 and 2, 1929. Field Marshal Sir William Birdwood, Commander-in-Chief and Lady Birdwood paid a visit to Rampur on February 2 and 3, 1929, and several other distinguished persons visited the State during the year.

His Highness the Nawab of Rampur went to Dehra Dun in July and returned to Rampur on September 15, 1928. His Highness stayed at Delhi as guest of the Viceroy in March, 1929, and also visited the States of Bikaner and Malerkotla during the same month.

Conditions of the year.

As a consequence of the untimely excessive winter rains of 1927 the outturn of the *rabi* was not good. The monsoon of 1928 was scanty and the *kharif* crops therefore suffered much damage, the outturn being only half of the normal. As a result prices of foodgrains ruled higher than those of the past year.

Excluding debt charges and receipts, the total income for the year amounted to 54·56 lakhs and expenditure to 53·55 lakhs.

Revenue administration.

The total area under cultivation was 351,640 acres compared with 346,318 acres last year.

The consumption of opium, *charas* and liquor decreased.

Police.

The number of cases reported was 580 as against 530 last year. Of these the police prosecuted 374 cases and obtained 281 convictions. Cases of dacoity and robbery showed an increase while the number of cases of burglary was the same as that of last year. Relations between the State police and the British police remained good.

Public works.

A magnificent conservatory was added to Block "C" at Khasbagh and the adjacent banqueting hall was remodelled, at a total cost of about two lakhs. The Irrigation Department carried out original works costing Rs. 33,018 and the Waterworks Department spent Rs. 27,402 on original works. The Electric Power House generated 887,096 units as compared with 709,577 in the previous year.

Education.

The number of schools rose from 100 to 104 and of scholars from 4,492 to 4,628. Out of eleven candidates, six passed the High School examination, while 50 scholars of the Madrasa-i Alia passed the various oriental examinations of the Department of Public Instruction, United Provinces. One hundred and twenty-eight books, including nineteen manuscripts, were added to the library.

TEHRI.

General conditions.

7. During the year there was a steady increase in the total area of irrigated land, no damage by hail or locusts and a normal rainfall; the result was that the outturn of both *rabi* and *kharif* crops was above the average for the last five years.

Law and Justice.

The second Representative Assembly completed its term of office in October, 1928. The work of codifying existing customs and usages is progressing well; this year the Tenancy Rules were passed and many other rules and regulations framed. There is little serious crime but traffic in women and minor girls from the hills to the plains is on the increase. To check this, the co operation of the British police is required.

Finance. In the course of the year the Darbar has still further strengthened its financial position, increasing its closing balance by Rs. 75,984 to Rs. 4,97,161. In spite of this the incidence of land revenue is only one rupee per head of population. The major portion of the revenue is derived from forest produce.

Forests. The Darbar has paid particular attention to the reform of forest administration; it has employed Dr. F. Heske to inspect and advise, with the result that the staff has been reorganized, survey of forests completed and working schemes for all forest areas designed. The year was a bad seed year for *deodar* and *chir* but good for *kail*.

Education. The educational policy of the Darbar is to extend primary education with the ultimate object of making it compulsory, and there has been a gradual increase year by year in the number of boys on the rolls of village schools. The number of girls at the girls' school, Tehri, increased from 77 to 91.

Public health. Pamphlets on sanitation and hygiene, written in Garhwali, were distributed in every village, and a baby week was held in Tehri which was an unqualified success.

BENARES.

General. 8. His Excellency Sir Malcolm Hailey visited the State in November, 1928, and His Highness the Maharaja of Bikaner paid a short visit in December, followed by Sir Harcourt Butler, Chairman of the Indian States Committee. Several other distinguished guests visited the State during the year.

Conditions of the year. The monsoon was in excess in July and deficient in September with consequent damage to the *kharif*. The *rabi* was also affected and suffered further damage from very heavy rainfall during January and February, 1928. As a result the outturn of both the *kharif* and the *rabi* was low.

There was an outbreak of plague in one district and cholera in another.

An area of 21,351 acres was irrigated during the year. The reservoir at Bhainsura was completed and proved very useful in supplementing the supply of water in the Latif Shah reservoir in September, 1928, when water was in great demand.

Revenue administration. The total receipts for the year were 31·47 lakhs and expenditure 31·38 lakhs. United Provinces bonds of the nominal value of ten lakhs were sold and the sale proceeds used to pay off in full the debt due to the Imperial Bank in the shape of over-drafts.

The decrease in the consumption of country liquor continued, and there was also a drop in the consumption of drugs chiefly owing to the deterioration in the economic situation.

Security.

There was an increase in the number of true cases reported to the police from 637 to 704 (including 25 cases pending at the beginning of the year). The percentage of convictions showed a slight decrease. The State was comparatively free from serious crime during the year.

Education.

Out of 24 candidates, thirteen boys passed the High School examination. A new science block in the Lovett High School was completed and brought into use. The number of scholars in the vernacular middle schools rose slightly, but the number of candidates in primary schools showed a slight decrease.

Medical.

A refrigerating plant has been purchased for the Department of Pathology at the Lovett Hospital. There was an increase in the number of vaccinations performed.

Co-operative credit societies.

Nine such societies were formed during the year and one was dissolved. The total number of societies at the end of year was 354 of which 301 were agricultural and 53 non-agricultural. Profits were again distributed in a number of societies during the year. Loans totalling Rs. 2·02 lakhs were made to shareholders.

4. Foreign relations.

9. The construction of the headworks for the Sarda-Kichha project had necessitated the acquisition of 2,898·5 acres of land in Nepal and the Nepal Government had agreed to give this land in exchange for 4,000 acres of land in Bahraich district and payment of Rs. 50,000 as compensation. The permanent transfer of this land took place between representatives of the two Governments on January 13, 1929.

The long-standing irrigation disputes in connexion with the Bhaja reservoir on the Basti-Nepal border are still the subject of correspondence between the Government of this province and the Nepal Government. At the end of 1926 the Collector of Basti and the representatives of the Nepal Government arrived at an agreement on the main question at issue which is now awaiting ratification by the Nepal Government.

Correspondence arose over the proposed construction by the Nepal Government of a *bund* over the Banganga river near Akbarpur; the Nepal Darbar gave an assurance that no new *pakka* work was contemplated and the Government decided to take no further action in the matter.

The boundary dispute between Tehri and Tibet which originally arose in 1914 and to which reference was made in the General Administration Report for 1927-28, is still unsettled.

CHAPTER II.—ADMINISTRATION OF THE LAND.

5. Realization of the land revenue.

(*See the Government resolution on Revenue Administration for the year ending September* 30, 1928.)

Total demand and collections.

10. The total revenue demand fell from Rs. 930 lakhs in the previous year to Rs. 895 lakhs. The difference is mainly due to the decrease of about Rs. 19 lakhs in canal income from occupiers' rates and of about Rs. 17 lakhs on account of advances under the Taqavi Acts, mostly under Act XII of 1884. Collections amounted to Rs. 887 lakhs; Rs. 5 lakhs were remitted leaving a balance of Rs. 3 lakhs.

Land revenue.

11. The real land revenue was Rs. 690·80 lakhs as against Rs. 691·15 lakhs last year. Of this amount Rs. 685·72 lakhs were collected. Rupees 4·43 lakhs were remitted and Rs. 0·62 lakh suspended, mainly on account of damage by hail and excessive rains. The uncollected balance was only Rs. 3,205.

Irrigation and local rates.

12. The current demand on account of occupiers' rate decreased from Rs. 127·17 lakhs to Rs. 108·36 lakhs, as the heavy winter rains considerably reduced the need for irrigation. Of the total demand of Rs. 108·63 lakhs (including arrears), Rs. 108·29 lakhs were collected and Rs. 0·02 lakh was remitted leaving a balance of Rs. 0·32 lakh at the end of the year. The demand under owners' rate also decreased and was collected in full except for a small balance of Rs. 591. The local rate of Rs. 72·48 lakhs was collected in full except for a nominal balance of Rs. 0·06 lakh.

Advances.

13. Advances under Act XII of 1884 amounted to Rs. 8·58 lakhs as against Rs. 3·77 lakhs in the previous year. Rupees 3·67 lakhs were advanced under Act XIX of 1883 as against Rs. 5 lakhs in the previous year. The total sum on loan rose to Rs. 40·07 lakhs from Rs. 37·82 lakhs. Four hundred and thirty-four new masonry wells were completed with the help of advances under Act XIX. Four hundred and seventy-three wells, three tanks, two dams and one embankment were in the course of construction during the year and 39 wells were awaiting construction. Advances for the construction of a number of tube-wells were also made in various districts. Collections amounted

to about 97 per cent. of the demand. The Benares division again showed the lowest percentage of collection under Act XII, viz., 72.

The major portion of the advances under Act XII was given for seed, bullocks and earthen wells. Rupees 14,000 were advanced for the purchase of Meston ploughs, sugarcane crushing mills and chaff-cutters.

Coercive processes.

14. The number of coercive processes decreased by 3,669—the main decrease being under citations. Sales of immovable property amounted to 41 of which 24 were to satisfy the demand for *taqavi*, twelve were for miscellaneous demands and five for land revenue and cesses.

6. Settlements.

15. The settlement of Lucknow was completed during the year. Satisfactory progress was made in all the six districts under settlement. One more district, Almora, was brought under settlement during the year. The assessment reports of three parganas in Garhwal have been published and the settlement of that district will shortly be completed. Record operations were in progress in five districts. Special officers were engaged on roster operations in seven districts and rules for their guidance were framed by the Settlement Commissioner and sanctioned by Government. A new manual relating to the revision of maps and records, and rules and instructions for the survey of villages were also published.

A very interesting feature of the year's work was the aerial survey of about 2,500 square miles in the districts of Sitapur, Bahraich and Fyzabad. The results have been satisfactory.

7. Land records.

(See the Report on the Administration of Land Records for the year ending September 30, 1928.)

System of records.

16. It is too early as yet to express an opinion on the new system of land records which was introduced at the end of the previous year. Some district officers are of opinion that the system has entailed excessive work on the land records staff. As was inevitable, some difficulties have been experienced in the working of the system.

In several districts, especially in the Gorakhpur division, *qabiz* and *ghair qabiz* entries had accumulated and there had been difficulties in applying the rules relating to these entries. A conference was held, therefore, at Gorakhpur between the Commissioner, the Collector of Gorakhpur and the Director of Land Records to discuss these problems, as a result of which amendments to the rules were submitted to Government and their underlying principles approved. Three Special Land Record Officers have been deputed, one to each district of the Gorakhpur division, to deal with the accumulation. Other districts have been asked to furnish quarterly returns showing the number of such entries and the number of disposals.

Establishment.

17. The question of the continuance and expansion of the posts of Special Land Record Officer is still under the consideration of Government.

Qanungos

18. One sadr qanungo was selected and confirmed as tahsildar during the year; another was appointed survey inspector in the Court of Wards, Jalaun; while a third was appointed inspector of qanungos. One diplomate of the qanungos' school was selected direct as an approved candidate for naib-tahsildarship (but died before appointment). Three supervisor qanungos who were selected in previous years were permanently appointed as naib-tahsildars. Five supervisor qanungos were selected as naib-tahsildars, six acted as *taqavi* naib-tahsildars, one was appointed as partition inspector, one remained on deputation to the co-operative department, another to land acquisition work in the Lucknow district and another as special naib-tahsildar for nazul work in the same district. Seventy-two supervisor qanungos officiated as naib-tahsildars in temporary vacancies.

Patwaris.

19. Eight patwaris were admitted to the qanungos' school. Seven passed and have been posted as field inspectors of record operations in Bahraich district. Twelve patwaris were appointed as permanent assistant registrar qanungos, while more than 98 officiated. The percentage of patwaris holding patwaris' school certificates rose slightly. Examination results were not as good as those of the previous years due chiefly to the policy of the department in gradually raising the standard. The patwaris' schools at Etawah, Naini Tal and Sultanpur were closed during the year, while the school at Farrukhabad was re-opened.

Lectures on epidemic diseases and cattle diseases were given to the students during the year. The percentage of resident patwaris fell from 81·66 to 80·72.

The testing of records.

20. The total volume of testing done by officers of the headquarters staff shows a distinct increase. Some districts, however, showed a marked decrease which has been attributed to the dislocation consequent on the introduction of the new system of records and also to the short term allowed for touring. The percentages of errors detected by these officers fell generally except in the *khasra* and *khewat* where the results suggest some improvement in the quality of the work.

Maps and boundary pillars.

21. The work of map correction made satisfactory progress during the year and the proportion of maps tested by subdivisional officers and tahsildars was greater than in any previous year. Four districts reported the completion of map correction work during the year. Tahsil registers were reported to be up to date. Boundary marks generally were in good condition. An experiment to discover a method for the provision of permanent marks to help re-establish field boundaries destroyed by the action of rivers, is still under progress in Bara Banki district. The Director has put up a scheme before the Board of Revenue for the preparation and maintenance of the maps of all villages subject to fluvial action; he proposes the use of co-ordinate lines and a permanent *khasra* record of all key positions in order that they may easily be restored in future with the aid of the appropriate instruments.

8. Waste lands.

22. There is nothing of importance to record.

9. Government estates.

(See the Reports on the Tarai and Bhabar and the Garhwal-Bhabar estates and also the report on estates under the control of the Board of Revenue for the financial year 1928-29.)

Tarai and Bhabar.

23. The year was a bad one for the agriculturists in the Tarai and Bhabar Government estates. The abnormally heavy rains in February 1928 destroyed the gram crop and reduced the outturn of the wheat and barley crop to eight annas in the rupee. There was adequate rain in June and July for the sowing of the rice crop, but then the monsoon failed, and the canals could not supply sufficient water because the early heavy rains had broken

the temporary *bunds* in the rivers; the result was that the outturn of rice, which is the chief commercial crop of the tenants in the estates, was poor, varying from six to fourteen annas. Rapeseed suffered from a germ called "*lassa*"; wheat and barley alone gave a good outturn.

Cholera was introduced by a pilgirm returning from Kurukshetra fair in November, and spread rapidly causing 178 deaths before the end of January. There were 113 deaths from plague which spread from Haldwani as last year.

The excess of deaths over births increased by nearly a thousand owing to the epidemics of plague and cholera and to the continued prevalence of malaria in the Tarai. The water supply both in the Tarai and the Bhabar is contaminated during the rains and must be purified if there is to be any hope of an improvement in public health. There was no serious cattle disease during the year.

The estimates for the Dewalchor Walling Scheme have been sanctioned, and when this scheme is completed a great portion of the Bhabar will be protected against wild animals; in the Tarai there is still much walling to be done and it is now proposed to use wire-netting supported on reinforced concrete posts.

Receipts fell from Rs. 9·62 lakhs to Rs. 7·40 lakhs and expenditure rose from Rs. 5·96 lakhs to Rs. 6·24 lakhs. The decrease in the income was due to remission and suspension of rent, concessions granted to tenants by the new grazing rules, and a fall of Rs. 1·29 lakhs in forest receipts.

The total number of schools increased by two, but the outbreak of cholera reduced the attendance. The co-operative bank was again unable to pay dividends to societies, but paid six per cent. to individual shareholders. Nearly 20 per cent. of the loans to societies are overdue.

24. The year was the worst of the last five years, but even so the average outturn of the *kharif* crops varied from fourteen to sixteen annas and of the *rabi* crops from twelve to sixteen annas. The *lahi* crop was severely damaged by insects. There was again a heavy flood in the Khoh river on July 16, 1928, which carried away the *bunds* for both the Khoh canals; no water could be supplied for a month. Garhwal-Bhabar estate.

Cholera, imported from Kurukshetra *mela*, caused 38 deaths in estate villages along the Bhabar, and many more in the forests. One hundred and twenty-seven cattle died of foot and mouth diseases, but none of rinderpest. It is still hoped that funds will be found for the construction of a veterinary hospital.

The income for the year decreased and the expenditure increased with the result that the profits on the year's working were only Rs. 15,000 against Rs. 24,000 last year.

Other estates.

25. There was again a deficit on the working of the Kumaun Soldiers'-settlement estates, the receipts being Rs. 1,576 and the expenditure Rs. 4,960. Much time of the staff is spent in collecting the rents of the many grantees who will not settle on their estates. Until they consent to reside, the establishment charges, which amount to 75 per cent. of the expenditure, cannot be reduced. The position is serious.

The receipts of the Stone Mahal, Mirzapur, again decreased and the deficit for the year was Rs. 37,019; if the amount paid in refunds is excluded however, the accounts show a surplus of Rs. 29,417. All claims for refunds based on excess royalty levied in the past have now been settled. The fall in receipts is due to the decline in the duty paid on ballast and on hand mills, but the rates of duty were raised in February 1929 and this rise should lead to increased income.

Estates managed by the Board of Revenue.

26. The number of estates under the control of the Board of Revenue at the commencement of the year was 344. During the year sixteen properties were acquired; twenty-two were sold and six restored, so that the number now stands at 332.

The surplus on the year's working was Rs. 2·15 lakhs. Owing to crop failure the percentage of collections was only 80·6 against 91·7 last year. The fall in collections resulted in an apparent rise in the cost of management to 12·4 per cent. of the total receipts.

In the Allahabad Government and confiscated estates the income fell to Rs. 1·20 lakhs and the expenditure to Rs. 0·80 lakh. The percentage of collections dropped to 95·6 per cent. owing to crop failure and the slackness of certain *ziladars* and *sarbarahkars*.

The cost of management of the Stud farm estate, Ghazipur, rose slightly to 6·61 per cent. because the *sayar* income decreased.

Receipts in the Dudhi estate fell and expenditure increased. The income from forests, however, rose from Rs. 28,119 to Rs. 32,646 and the expenditure decreased from Rs. 26,900 to Rs. 24,325; if the estates forests are further developed they should give a considerably enhanced income.

10. Wards' estates.

(See the Report of the Court of Wards for the year ending September 30, 1928.)

27. With the assumption of seventeen estates during the year the release of nine and the division of one estate into two portions, the number of estates under the management of the Court of Wards rose from 175 to 184. Out of 58 cases under inquiry during the year, charge was assumed in seventeen and refused in eighteen and at the close of the year inquiries were in progress in 23 cases. The largest estate which came under management during the year—the Kailash Nath Khanna estate, Cawnpore—was taken over on the proprietor's application under section 10 of the Court of Wards Act. Of the nine estates released, the largest was the Payagpur estate of Bahraich. **Estates under management.**

28. The total rental demand fell from Rs. 146·20 to Rs. 145·14 lakhs—the decrease being mainly due to the release of the two big estates during the year. Remissions amounted to Rs. 40,963 and suspensions to Rs. 7,105. Rupees 92,625 were secured by decrees. Of the net recoverable demand of Rs. 143·13 lakhs, Rs. 130·57 lakhs or 91·2 per cent. were collected against 96·4 per cent. in the last year. The decreased percentage was due to unfavourable agricultural conditions and also to the release of two big estates in the middle of the year. **Collections.**

29. The cost of management fell from Rs. 16·31 lakhs to Rs. 15·88 lakhs. The percentage of cost of management to income rose slightly from 10·6 to 11·1. The total number of special schemes of management was reduced from 23 to 22 during the year. **Cost of management.**

30. Debts fell from Rs. 152·27 lakhs to Rs. 151·23 lakhs. A sum of Rs. 26·12 lakhs was raised by loans (including Rs. 10·52 lakhs from Court of Wards' estates) and of this Rs. 19·92 lakhs were employed in consolidating debts and Rs. 2·41 lakhs in ceremonies, while Rs. 3·71 lakhs were utilized on the purchase of property. **Payment of debts.**

Wards.

31. There were eighty-six boys and eleven girls between the ages of ten and twenty-one. Seventy-seven wards received education in schools and colleges, eleven were taught privately at home and sixteen were trained in estate management. Fifteen wards were being educated at the Colvin Taluqdars' School, Lucknow, two in Colonel Brown's School, Dehra Dun, and one at the Agricultural College, Cawnpore. The eldest ward of the Prasadi Lal estate and the Raja of Kashipur and his two brothers were receiving education in England. One ward has been recommended for admission to the Prince of Wales' College, Dehra Dun. Reports on the education of wards were generally satisfactory. Most of the wards who were being trained in estate management were reported to be doing well. Out of the total charge for maintenance and education of wards of Rs. 41·03 lakhs, Rs. 1·71 lakhs were spent on the education of wards and Rs. 0·77 lakh on that of 85 relatives.

Improvements.

32. The total expenditure on improvements amounted to Rs. 15·10 lakhs as compared with Rs. 15·07 lakhs in the previous year. Out of the nine agricultural farms open at the end of the year, two worked at a profit; the financial position of the remainder was unsatisfactory. The number of seed dépôts was 27, but four were closed during the year. The majority worked at a profit. In all, about 190 wells were completed or taken up during the year, while 159 were constructed by tenants with the assistance of the Court of Wards and 66 independently. Two tube-wells were sunk. A sum of Rs. 61,000 was spent on irrigation as a result of which a further area of about 2,500 acres has been irrigated. The Oel estate spent Rs. 10,000 on fencing its villages as a protection against wild animals. Efforts are being made to improve the cattle and to introduce improved varieties of seeds and implements. Attempts to consolidate holdings did not generally make much headway, but in the Katesar estate holdings have been consolidated in five villages and two more villages are under treatment, while in the Balrampur estate consolidation was effected in fourteen villages as against eleven last year.

The tenantry: (a) Education.

33. Apart from Rs. 20,615 spent on repairs and maintenance of school buildings, the total expenditure on education of tenants amounted to Rs. 99,449. The drop of Rs. 32,864 from last year's figure was due to the release of three big estates. Fifty-three schools were entirely maintained by the Court of Wards estates at an expenditure of Rs. 13,821. Other schools were aided by

grants amounting to Rs. 9,726. Scholarships and subscriptions to the Canning College and other schools absorbed about Rs. 75,900. The Balrampur Girls' School maintained its record of good work. Compulsory primary education has been introduced in pargana Laharpur of the Katesar estate.

(b) Medical aid and sanitation.

34. The total expenditure on medical aid and sanitation amounted to Rs. 1,72,480 as against Rs. 1,64,783 during the previous year. In addition Rs. 48,634 were spent on the repairs and construction of medical buildings. Of the total expenditure Rs. 60,567 went to maintain 24 dispensaries in thirteen estates, while Rs. 4,439 were spent by sixty estates on the free distribution of medicine to their tenantry. Subscriptions amounting to Rs. 21,381 were given to other medical institutions such as the Dufferin Fund.

Agricultural banks.

35. Two new societies were organized during the year bringing the number up to 425 in 23 estates as compared with 423 at the end of last year. The decrease is due to the winding up of societies whose condition was hopeless. The working of the societies in the Balrampur estate (where there are 104 primary societies) was satisfactory, as was that of the nine societies in the Ausanganj estate, Ghazipur. But, generally speaking, the movement appears to lack vitality. Efforts are now being made to correct this. Some of the societies have agreed to subscribe to the United Provinces Co-operative Union Fund for the appointment of supervisors for societies in the Court of Wards estates—a scheme which should have most beneficial results.

Litigation.

36. The Court of Wards was involved in 21 suits exceeding Rs. 10,000 in value. Of these, five were decided wholly and one partly in favour of the Court of Wards, three were decided against it, two were compromised, two withdrawn and eight were pending at the close of the year. There was a decrease in litigation and in many estates not a single case was instituted.

11. Revenue and rent-paying classes.

(*See the Government resolution on Revenue Administration and the Report of the Board of Revenue for the year ending September* 30, 1928.)

Rent-paying classes. Tenancy litigation: Agra.

37. The total number of institutions of new suits and applications was 467,646 as against 489,512 last year; of these 298,817 were suits and 168,829 applications as against 287,048 and 202,464 respectively last year. Disposals fell from 500,347 to 491,599 leaving a pending balance of 73,059 as against 97,012 at the end of 1926 27.

Ejectment suits and applications for ejectment.

38. The number of ejectment suits was almost the same as last year, i.e., 24,861 as compared with 24,856, but the area from which ejectment was ordered rose to 17,804 acres from 11,530 acres in the previous year. Of these cases no fewer than 16,238 were suits under section 44, against 11,712 last year.

Of the applications filed, 129,326 were applications for ejectment under sections 79 and 81 (as compared with 136,063 in 1926-27), of which only 38,391 were successful; the total area from which ejectment was ordered, however, rose from 76,422 acres to 98,443 acres.

Suits for enhancement of rent.

39. The number of suits for enhancement of rent fell from 11,014 to 4,650—the decrease being shared by all divisions.

Suits for arrears of rent.

40. Suits for arrears of rent increased from 220,229 to 235,892. The causes assigned are the unfavourable season and the attempt on the part of landholders to retain some control over their tenants by securing prompt payment or ejectment in default.

Relinquishments.

41. Applications for relinquishment increased from 15,676 to 23,861—the increase being shared by all divisions except Jhansi.

Rent appeals.

42. The total number of appeals for disposal by collectors fell from 8,850 to 8,378. Of these 7,169 were disposed of as against 7,453 last year, leaving a balance of 1,209 as against 980 last year. Appeals before commissioners numbered 6,625, and the number for disposal was 9,459 of which 1,581 remained pending at the close of the year compared with 2,834 last year.

Protected areas.

43. The total area held by tenants with occupancy rights shows an increase from 10,327,885 acres to 10,410,237. The increase is mainly due to the accrual from occupancy rights under the new Tenancy Act to the tenants of Government estates in Kumaun, the area affected there being 149,552 acres. The area held by statutory tenants and heirs of statutory tenants amounted to 6,151,803 acres as against 5,991,105 acres, while the area held by tenants of twelve years or more decreased from 3,853,404 to 3,785,807 acres. If all these forms of protection be taken together the grand total of the protected area comes to 20,543,899 acres or 96·4 per cent. of the total holdings area as against 97·4 per cent. last year.

Working of the Agra Tenancy Act.

44. From the above figures it appears that the decrease in the number of applications has been more than balanced by the increase in the number of suits filed. Suits for ejectment for arrears of rent increased by seven per cent. and the total area from which ejectment was ordered rose by 23,000 acres to just under 100,000 acres, and although the number of suits for ejectment on other grounds did not rise, the total area from which ejectment was ordered increased by 55 per cent. The number of suits for ejectment under section 44 increased by 38 per cent. and amounted to two-thirds of the total number of suits for ejectment on grounds other than arrears of rent; this indicates that the struggle for *sir* or statutory rights is not abating. On the other hand, the number of suits for enhancement of rent continued to decline, and fell to less than half of last year's figure which was, in its turn, less than half of the 1925-26 figure. The number of surrenders did not continue to fall, but rose sharply by over 50 per cent. Thus it cannot be said that the new Act has yet resulted in the expected decrease in litigation.

Tenancy litigation: Oudh.

45. There was a decrease in institutions in Oudh from 70,908 to 66,134 and disposals fell from 71,305 to 65,981 leaving a pending balance of 1,453 as against 1,300 last year. The decrease is shared by almost all classes of cases. The number of suits for arrears of rent fell very slightly from 21,319 to 21,285. Suits and applications for ejectment and assistance to eject decreased from 31,537 to 28,805, but the area from which ejectment was ordered increased from 74,010 acres to 125,569 acres.

Rent appeals.

46. The total number of appeals for disposal by deputy commissioners was 876 as against 953 last year, of which 801 were decided as against 893 last year. There were 1,233 appeals preferred to commissioners and the number for disposal was 2,001 of which 769 remained pending at the close of the year as against 768 at the end of 1926-27.

Working of the Oudh Rent Act.

47. Criticism continues to be directed against the section of the Oudh Rent Act which deals with the liability of a tenant to ejectment from his whole holding for illegally sub-letting part of it, and the section disqualifying a tenant, possessing proprietary or under-proprietary rights in a village, from acquiring statutory rights. There can be little doubt that the first of these sections gives opportunities to landlords, with the aid of dishonest patwaris, of wrongfully getting rid of tenants whom they wish to eject.

Revenue and rent-paying classes: mutation in the revenue papers.

48. There was an increase from 238,636 to 254,573 in the number of mutations—chiefly in succession cases. The increase in succession cases is due to an unhealthy year. The number of mortgages and redemptions increased. There was an increase in the number of cases of sales of land under the orders of courts from 3,613 to 4,625.

Partitions.

49. There were 3,062 new applications as against 2,899 last year. The total for disposal was 6,887 as against 6,925 last year; 3,210 of these were completed and the pending file was reduced from 3,747 to 3,677. A circular letter issued by the Board of Revenue in February, 1928, has been of much use in explaining the valuation system in partition. There has been an improvement in general procedure, notably in the matter of local inspections.

Revenue court work and revenue appeals.

50. There was an increase from 3,040 to 3,205 in applications by lambardars for the summary recovery of land revenue, and the total for disposal came to 3,761. The total claims amounted to Rs. 1·79 lakhs of which about 76 per cent. was recovered. The acquisition of land for public purposes again increased. The area acquired was 19,425 acres at a cost of Rs. 16·12 lakhs as compared with 16,260 acres at a cost of Rs. 25·89 lakhs last year. The procedure to be followed in valuing land has been modified and stress has now been laid on determining the actual market value from deeds of private sale of similar land.

The total number of appeals under the Land Revenue Act and the Kumaun rules for disposal by collectors and deputy commissioners increased from 10,236 to 10,992. There were 9,271 disposals as against 8,874 last year, leaving a pending balance of 1,721 as against 1,362. The number of appeals preferred to commissioners increased from 2,461 to 3,027 during the year. Out of the total of 3,828 for disposal, 2,931 were disposed of leaving a balance of 897 pending as against 801 last year. The number of appeals instituted before the Board of Revenue increased from 455 to 651, and the total for disposal amounted to 744 as against 580 in the previous year. Five hundred and seventeen were decided as against 487 last year and the number pending was 227 as against 93 last year.

Execution of decrees.

51. The total number fell from 154,854 to 149,555. The total for disposal (including 18,372 pending) amounted to 167,927 as against 175,132 last year. Of these, 149,099 were disposed of

leaving a balance of 18,828. The amount recoverable on applications disposed of increased from Rs. 89·33 to Rs. 99·82 lakhs and the amount realized was Rs. 52·81 lakhs or 53 per cent. as against 42 per cent. last year.

Honorary assistant collectors.

52. Honorary assistant collectors again rendered considerable assistance. Those working in the Meerut, Agra and Rohilkhand divisions disposed of 17,394, 14,998 and 11,922 cases respectively. The number of honorary assistant collectors at the close of the year was 157.

LIBRARY OF THE BOMBAY BRANCH OF THE ROYAL ASIATIC SOCIETY.

CHAPTER III.—PROTECTION.

12.—Course of legislation.

53. The following Acts were passed by the Legislative Council between January 1, 1929 and December 31, 1929 :—

(1) The United Provinces Land Revenue (Amendment—Settlement) Act (Act I of 1929).

(2) The Naik Girls' Protection Act (Act II of 1929).

(3) The United Provinces Town Areas (Amendment) Act (Act III of 1929).

(4) The United Provinces Municipalities (Amendment) Act (Act IV of 1929).

(5) The United Provinces Village Sanitation (Amendment) Act (Act V of 1929).

(6) The Pargana of Kaswar Raja (Amendment) Act (Act VI of 1929).

(7) The Bundelkhand Alienation of Land (Amendment) Act (Act VII of 1929).

(8) The Minor Girls' Protection Act (Act VIII of 1929).

(9) The Agra Pre-emption (Amendment) Act (Act IX of 1929).

(10) The United Provinces District Boards (Amendment) Act (Act X of 1929).

(11) The United Provinces Municipalities (Third Amendment) Act (Act XI of 1929).

(12) The United Provinces Municipalities (Second Amendment) Act (Act XII of 1929).

No Acts were passed between April 1, 1928 and December 31, 1928. The work of the Legislative Council during 1929 is described in the General Summary.

13.—Police.

(See the Report on the Administration of the Police Department for the year ending December 31, 1928.)

(See also tables 37 to 43 of the Statistical Abstract for British India, seventh issue, 1929.)

General.

54. The effects of the partial failure of the monsoon of 1928 are not revealed by the figures for that year as a whole, owing to the decrease of crimes against property during the first half of the year. The number of dacoities was actually less than in 1927, and the total number of robberies and thefts was much the same as in previous years. The only serious form of offence against property to show a marked increase was burglary. From August onwards, however, crimes against property showed a steady tendency to rise, and the full effects of this tendency will be reflected in the figures for 1929. The communal situation improved considerably; there were only nineteen communal riots as against 122 in 1927, and of this number only three were serious. The political situation was generally uneventful. There was some Kisan Sabha activity in Partabgarh and some support for the Workers' and Peasants' movement in Meerut. Labour troubles in Cawnpore resulted in a number of sporadic strikes. Unsuccessful attempts were made to foment strikes in the Jhansi Railway Workshop.

Crime statistics.

55. Including cases reported to courts, the total number of true offences was 158,497, which is 22,268, or 8 per cent., above the previous year's figure. The increase occurred, however, mainly in offences under class VI (miscellaneous) and is due almost entirely to increased activity in prosecuting traffic offences. There was also an increase in class III (serious offences against property) and class V (minor offences against property) owing mainly to a rise in the number of cases of burglary. The number of non-cognizable offences decreased from 148,884 to 143,670.

Investigation.

56. Of the 165,728 cases for investigation, 89·6 per cent. were investigated as compared with 87·83 per cent. in 1927. The percentage of convictions, excluding those in cases under class VI, was 24 as against 25·5 in the previous year. Of cases tried, 95 per cent. ended in conviction as against 94·3 in 1927. The system of investigation by a special plain clothes investigation staff succeeded beyond anticipation in Lucknow and Allahabad and was extended to Cawnpore in October 1929.

57. The number of cases rose from 765 to 828, excluding 85 cases in which murderers committed suicide. Courts convicted 431 persons in 257 cases. The percentage of convictions to reports fell from 28 to 26. No policeman was murdered in the execution of his duty, but six village chaukidars were killed by bad characters. Murder.

58. The total number of riots fell from 1,661 to 1,547. Of this number only nineteen were communal. Additional police were imposed for short periods in five districts and were withdrawn from six districts and four cities. Orders have now been issued for the investigation of every case reported and it has been established that a regular investigation has had the effect of reducing the number of cases. There has generally been a free use of section 107, Criminal Procedure Code. Rioting.

59. The number of true cases rose from 2,969 to 3,054. The number of cases investigated was 15·7 per cent. as against 15 per cent. in the previous year. Orders have recently been issued requiring investigation to be made if the victim has been incapacitated, dangerously wounded, oppressed or ill-treated by bullies. Grievous hurt.

60. Excluding 52 cases of dacoity with murder, the total number of true cases fell from 651 to 622, which is the lowest figure for the last fifteen years. There were 426 attacks on houses and 195 road dacoities. Firearms were carried in 270 cases. The districts most affected were Etah, Aligarh, Moradabad, Kheri, Agra and Cawnpore. Up to the end of July the number of dacoities reported was one hundred less than in the corresponding period in 1927 and, but for the failure of the rains, there would have been considerably fewer dacoities than in 1927. Dacoity.

Mr. Young continued in charge of the Special Dacoity Police. His work during the year consisted mainly of advising the regular police about the detection and prosecution of gangs in various districts and of preparing or prosecuting cases investigated by the Special Dacoity Police. Preparations were made for the disposal of the Gwalior-Dholpur gangs, which have harried the Agra, Etawah and Mainpuri districts for years past. Important cases disposed of in 1928 include the Ratnagarhi case of Aligarh and the Miragpur case of Saharanpur. The institution of the Sapnawat gang case in Meerut and of the two gang cases in Bulandshahr has almost stopped dacoity in that area. Certain

reductions were made in the force during the year, and both the Roorkee head-quarters and the Haldwani jail were given up. The head-quarters are now established at Agra. The district police force also broke up some dangerous gangs during the year. On many occasions police patrols came into contact with armed dacoits and acquitted themselves most creditably, while villagers showed much more readiness than in the past to resist attacks.

Robbery and thefts.

61. Cases of robbery, burglary and theft increased from 691, 38,824 and 19,502 to 717, 42,426 and 19,936 respectively. The figures for robbery are vitiated by the inclusion of magistrates' cases, many of which are exaggerations of petty cases. Eliminating these cases the figures for 1927 and 1928 are 552 and 553 respectively, while if magistrates' convicted cases are included, the figures are 581 and 569 respectively. The closing of markets early and patrolling by special police have proved most effective methods of dealing with this crime.

The increase in burglary was due to the prevalent scarcity. The percentage of convictions is the same as it was in 1927, i.e., 10 per cent. Progress in applying the principles of investigation laid down in the "Gayer" system instituted in 1924 (i.e., to work from the crime to the criminal instead of assuming the guilt of the local bad character) has been slow and so far there have been few tangible results. Accordingly a small committee, consisting of the superintendents of three of the most important districts under the chairmanship of a deputy inspector-general, was appointed to reconsider the problem and revise the rules in the light of four years' experience. The plain clothes investigation staff in Lucknow broke up many gangs formerly unknown to the police. Two foreign gangs, one a Baluchi gang from the Punjab and the other a Punjabi gang from Amritsar, were rounded up. Sixty-seven guns, 33 pistols or revolvers and five rifles were stolen, of which seventeen guns and three revolvers were recovered. There were three cases of thefts of military arms during the year.

The further increase in cattle theft cases was due to improved methods of registration—7,213 cases being registered as against 5,282 in 1927. It is probable that half of these relate to strays, because, under recent orders, such cases were registered as thefts if the attendant circumstances were suspicious. The percentage of convictions to cases registered rose from 19 to 20 and 1,452

cases ended in conviction as against 1,044 in the previous year. The new system brought to light the existence of important gangs in various places, many of which were broken up during the year. The special cattle theft force was reorganized, and the superintendent in charge replaced by a deputy superintendent. Five hundred and six cases were investigated and 53 convictions were obtained, while 138 prosecutions under section 110, Criminal Procedure Code, were undertaken. The force made 137 raids; one in the Muttra district resulted in the seizure of 165 head of cattle and in the arrest of 25 persons on charges of theft. The branding of cattle was introduced in October.

Other crimes.

62. There was an increase in the number of cases of kidnapping from 785 in 1927 to 793. The percentage of cases ending in conviction to cases disposed of fell from 78 to 73. Kidnapping is more prevalent in Meerut than in any other district due to the demand for women in the Punjab. Sometimes there was collusion on the part of parents and guardians. Few minor girls were kidnapped for purposes of prostitution. Excluding cases of murder and robbery by poisoning, the number of cases of poisoning decreased to 89 in 1927 and to 68 in 1928. There were 42 true cases of coin counterfeiting as against 52 in the previous year. Of these 27 ended in conviction. A sub-inspector broke up the Shahjahanpur gang, the leader of which was arrested in 1927, while a head constable of Dehra Dun rounded up a gang of eight residents of Surat and Ahmedabad with moulds, metal and counterfeit coins. Excise and opium prosecutions rose from 1,495 to 1,533. Traffic in cocaine continued to be the chief evil and the experiment of leaving all cocaine cases to the police is to be tried in Saharanpur.

Prevention and surveillance.

63. The number of cases registered under section 110, Criminal Procedure Code, increased from 3,207 last year to 3,253. Only 191 cases ended in discharge as against 245 last year. Of the persons sent up for trial 85 per cent. were already subjects of historysheets. The number of persons dealt with under section 109, Criminal Procedure Code, was 2,945 or 164 less than in the previous year. The number of historysheets, namely 51,494, was 665 greater than in 1927. Seventy-eight per cent. of those on historysheets are ex-convicts; 12,454 were in jail at the close of the year.

Absconders.

64. There was a slight increase in the number of absconders. There were 740 arrests and 399 voluntary surrenders.

Criminal tribes.

65. The total number of registered members fell from 37,697 to 37,284. Four new tribes or gangs were proclaimed and registered. There were 748 convictions of registered persons as compared with 734 during the previous year. The Salvation Army Settlement at Najibabad was closed during the year. The Arya Pritinidhi Sabha of Lucknow will shortly take over charge of the Karwals of Lucknow, while the Dalit Uddhar Sabha are seeking a site for a settlement for the Meerut Sansiahs. During the year 151 Bhantus and Karwals were sent at their own request to the Andamans where there are now some 700 Bhantus including a party of about 300 sent at the beginning of 1929. The experiment has proved a great success. Three hundred and fifty-nine Bauriahs have now been settled in the Muzaffarnagar district and 1,400 bighas of land have been brought under cultivation. The Salvation Army continued to do excellent work in its settlements, and the profits on industries and agriculture amounted to Rs. 4,616 as compared with Rs. 1,233 in 1927. The Pasi *panchayat* system is progressing and has been extended to four new districts.

Railway Police.

66. There was an increase in the number of true cases reported from 4,071 to 4,289 due to more rigid insistence on the registration of cases and to the registration of shortages of fittings as thefts. Convictions were obtained in 1,201 cases. The figures for heinous crimes are the lowest for the last five years. There were five cases of dacoity, ten of robbery and two of murder. Sixteen cases of obstruction were reported as against six in the previous year. One of these resulted in derailment. There was no loss of life. Funds were not available for the proposed reorganization of the force owing to financial stringency.

Criminal Investigation Department.

67. The department handled eighteen cases as against 24 in the previous year and helped districts in the investigation of 24 cases. The attempt to stamp out note-forgery has resulted in a diminution in this form of crime. Two important murder cases were dealt with and assistance given in the prosecution of a gang of Baluchi burglars and in the rounding up of Muzaffarnagar Bauriahs. Cases of revolutionary crime dealt with included the attempt on the life of Mr. Banerji, an officer of the department, and the Manmad bomb conspiracy case. Assistance was given in the Deoghar conspiracy case in Bihar. The department also had to deal with several political prosecutions under section 124-A, etc., mainly against the Press.

Chaukidars.

68. Government found it impossible to allot funds for the proposed increase in the strength of chaukidars owing to financial stringency.

Strength and cost of police.

69. The gazetted staff was increased by seven deputy superintendents; it is now possible to appoint specially selected deputy superintendents as kotwals in the seven large cities. The posts of the seven inspectors not now required were reduced. One head constable, one naik and twelve armed police constables were appointed as a guard for the new Council House. There was an increase of two constables in the currency guard, and the constables of the C. I. D. were transferred from the civil to the armed branch; two posts of naik were created and two constables' posts reduced. Under the Bundelkhand scheme the post of one head constable and three constables were reduced.

The total expenditure excluding village and railway police was Rs. 142·27 lakhs as against Rs. 140·44 lakhs last year. Besides the changes in allocation mentioned above, the main causes of the increase in expenditure were an increase in the number of superior grade "A" class literate constables, the cost of increments and leave arrangements for gazetted officers, and an increase in rates and taxes.

Discipline.

70. The discipline of the force was generally good. Five sub-inspectors and 103 men were punished judicially during the year as against four and 110 in the previous year. Eight officers and 67 men were dismissed. There were 31 cases of ill-treatment or extortion as against 33 in the previous year. Of these, seven were dealt with departmentally and 24 judicially.

Buildings.

71. The expenditure amounted to Rs. 15·69 lakhs. Sixteen police stations were completed or nearing completion during the year as well as a police hospital in Aligarh and a barrack in the Cawnpore police lines. Other minor works, including eight new outposts, were constructed.

Miscellaneous.

72. The rapid growth of motor traffic is throwing an increasing strain on the police, as there has been no increase in the force and constables have had to be removed from other duties to control traffic.

The Police Training School has now obtained a full staff of qualified drill instructors and has provided 52 instructors for the training of recruits in districts.

14.—Criminal justice.

(*See the Reports of the High Court of Judicature at Allahabad and of the Chief Court of Oudh on Criminal justice for the year ending December* 31, 1928.)

(*See also tables* 33 *to* 36 *of the Statistical Abstract for British India, seventh issue,* 1929.)

A.—Agra Province.

Judicial staff.

73. The total number of sessions divisions was nineteen, as in the previous year. The court of the subordinate judge at Pilibhit was converted as a permanent measure into that of a sessions and subordinate judge with effect from April 1, 1928. In addition to the permanent additional sessions judges, temporary additional sessions judges worked in eight districts, and sessions and subordinate judges also worked in eight districts for varying periods during the year.

Number of trials.

74. The total number of offences reported under the Indian Penal Code (including those pending from the previous year) fell from 109,376 to 107,224 and of those reported as true from 75,457 to 71,585. The number of cases brought to trial fell from 66,309 to 63,443 and the number of persons under trial fell by 9,106 to 166,966. The decrease indicated by these figures was confined to the less serious forms of crime. The number of offences against the State increased from three to 29. The number of cases of contempt of the lawful authority of public servants showed a further decrease from 1,739 to 1,544. The number of offences against public tranquillity was 1,871, which was almost the same as in the previous year. The increase in Etah and Basti districts is attributed to agrarian troubles due to scarcity. There was a decrease in the number of offences against property and the person, and also in offences of criminal assault and criminal force. The number of cases of robbery and dacoity increased by 80 to 761, while there was an increase in the number of cases of kidnapping and forcible abduction from 683 to 697. This form of crime flourishes chiefly in the hill districts and districts adjoining the Punjab.

Offences under special and local laws decreased by 5,033 to 99,085. Noticeable decreases occurred in the number of cases under the Municipalities Act, the District Police Act, the Cantonments

Act and the Railways Act. The number of persons convicted under the Motor Vehicles Act increased by 659. The number of persons bound over under section 110, Criminal Procedure Code, showed a further decrease from 4,316 to 3,847—nearly one-half of the districts of the province sharing this decrease. There was a slight decrease in the number of persons bound over under section 107, Criminal Procedure Code. Prosecutions under the Excise Act and Arms Act increased.

Duration and results of trials.

75. The average duration of cases in all courts rose from ten to eleven days. There was an increase of 800 in the number of cases pending over six weeks.... The falling off in efficiency reflected by these figures is a consequence of the failure of the monsoon, as a result of which stipendiary magistrates had to devote more time than in normal years to executive and revenue work. The number of witnesses examined rose from 287,779 to 292,471. The number summoned but not examined both in sessions and magistrates' courts rose from over 48,000 to nearly 60,000. The number of witnesses detained more than two days both in magistrates and judges' courts showed an increase. Out of 206,309 cases reported during the year, 44,206 were summarily dismissed—the percentage rising from the normal figure of 20 to 21. This large percentage, and the low percentage of convictions (less than 22 per cent.) in cases under the Indian Penal Code, together with the fact that in cases of hurt, criminal force and assault, mischief and criminal intimidation, insult, etc., nearly 90 per cent. of the accused persons were acquitted or discharged, show what a large number of cases are either petty or altogether false. In spite of this, it is disappointing that the number of cases under section 250, Criminal Procedure Code, declined from 515 to 461.

Punishments.

76. Courts of sessions condemned 167 persons to death as against 193 in 1927. The sentences of 75 of these were confirmed, 24 were released and the sentences of 36 were modified, while the cases of 32 persons were pending at the close of the year. Seventy persons were executed during the year. The number of persons sentenced to transportation for life rose from 291 to 300 while there were 16,094 sentences of rigorous imprisonment as against 16,258 last year. Sentences of seven years' imprisonment and upwards amounted to 253 which was much the same as in the previous year. The percentage of sentences in which

solitary confinement was awarded fell from eight to seven. Sentences of fifteen days or under fell from 1,505 to 1,432. The number of offenders released on probation under section 562, Criminal Procedure Code, rose by 329 to 2,376. The number of youthful offenders dealt with under section 31 of Act VIII of 1927 rose from 238 to 272. The rules regarding the trial of juvenile offenders were observed and many district magistrates took a personal interest in these cases.

Appeals.

77. The number of appeals rose from 25,068 to 25,304. Of these 67 per cent. were unsuccessful as in 1927.

Jury system.

78. The number of persons tried by jury in the four districts of Allahabad, Bareilly, Benares and Cawnpore rose from 399 to 479. The number of accused whose cases were referred to the High Court under section 307, Criminal Procedure Code, decreased from 32 to 24. In Benares the percentage of convictions in jury trials is 24 as against 57 in trials with the aid of assessors.

B.—Oudh.

Judicial staff.

79. In addition to the regular staff, temporary courts of second and third additional district and sessions judges worked at Lucknow during the year. A temporary court of an additional sessions judge worked in Gonda until April 4, 1928. A special sessions judge was appointed at Rae Bareli from August 26, 1928, to try the Rae Bareli treasury fraud case. Two temporary courts of sessions and subordinate judges worked in Fyzabad up to January 23 and January 25, 1928, respectively. Two more temporary sessions and subordinate judges had to be appointed during the year—one at Sitapur and the other at Gonda—to try certain gang dacoity cases. The former worked from August 17 to December 22, 1928, and the latter from May 22, 1928, to the end of the year. Powers of an assistant sessions judge were exercised by four subordinate judges throughout the year and by five other subordinate judges for a portion of the year.

Number of trials.

80. There was an increase of 12·2 per cent. in the total number of offences, which rose from 62,168 in 1927 to 69,763 in 1928. The number of offences under special and local laws rose by 24 per cent., from 28,468 to 35,409, but that of offences under the Indian Penal Code increased by only 1·66 per cent. Offences against property were less by 447, offences

against the human body were more by 816, while offences affecting human life maintained the decrease shown in the figures for the previous year. There were 356 cases of robbery and dacoity, the previous year's figures being 331. There was an appreciable decrease in offences relating to contempt of the lawful authority of public servants, offences against public tranquillity, offences by or relating to a public servant, offences of false evidence and against public justice, and offences relating to religion. There was an increase in theft, cheating, criminal misappropriation of property, defamation, criminal trespass and criminal intimidation. There was a rise of 5,498 in the number of cases under the Police Act which is greater than the rise under any other special or local law.

Duration and results of trials.

81. The number of cases instituted increased by 1·3 per cent. while the number of persons tried increased by 5 per cent. The number of cases which remained pending was 895 as against 561 in 1927. The average duration of trials in magistrates' courts rose from eight to ten days, but in sessions courts it fell from 56 days to 55 days. In magistrates' courts 48 per cent. of persons were convicted as against 40 per cent. in 1927. The number of cases pending over six weeks in magistrates' courts rose from 667 to 759—in sessions courts it fell from 459 to 388.

The number of witnesses summoned in magistrates' courts increased from 94,823 to 97,819 and of witnesses actually examined from 78,168 to 81,391. Thus 84 per cent. of the witnesses summoned were examined as compared with 81·5 per cent. last year.

Punishments.

82. Death sentences were passed on 92 persons as compared with 96 persons in 1927. The Chief Court confirmed 76 per cent. of these sentences as against 73 per cent. in 1927. The number of persons sentenced to transportation for life or for long terms of imprisonment declined from 213 in 1927 to 129 in 1928, or by 39 per cent. Two hundred and eight were sentenced to a term exceeding seven years as against 109 in 1927. There was a decrease in the number of sentences of fifteen days and under from 480 to 373. The percentage of persons sentenced to solitary confinement in magistrates' courts remained unchanged at nine. The total number of cases of security for good behaviour was 1,123 as against 1,072 in the previous year. The average percentage of convictions was 91.

There were 1,080 cases involving 6,189 persons required to furnish security for keeping the peace as compared with 1,108 cases involving 5,887 persons, in which action was taken. The percentage of persons actually required to furnish security was 37 as compared with 25 in 1927.

Appeals.

83. The number of appeals before magistrates was 870—one more than in 1927—and the number before judges was 2,627 as compared with 2,276 last year. The appellate work before the latter courts has continued to increase ever since 1923. The percentage of totally successful appeals to magistrates decreased from 34 to 30, while twelve per cent. of the appeals to judges from the orders of magistrates and 38 per cent. of the appeals to judges from the orders of assistant sessions judges were wholly successful. The number of wholly successful appeals of the latter kind was 30 per cent. more than in 1927.

15.—Prisons.

(See the Report on the condition and management of jails for the year ending December 31, 1928.)

(See also tables 44 *to* 54 *of the Statistical Abstract for British India, sixth issue,* 1929.)

Jail population.

84. There was a rise in the number of persons admitted into jails during the year from 29,759 to 30,739 and the average daily population of 31,609 was greater by 469 than last year's figure which was the highest for seven years. The increase occurred in the number of undertrial and civil prisoners.

Ninety-three per cent. of the convicts were illiterate. The percentage of habitual offenders was 23·37 as against 27·57 last year. The percentage of persons sentenced to solitary confinement fell from 5 to 4·2 per cent. The percentage of those sentenced to simple imprisonment increased from 4·1 to 4·6 per cent., while the percentage of those sentenced to rigorous imprisonment altered little and stood at 90·8 per cent.

Conduct and discipline.

85. The total number of jail offences committed during the year was 30,539 against 23,649. Offences relating to work increased by 4,269, those relating to contraband by 824 and those relating to other branches of jail discipline by 1,781. Criminal courts dealt with 27 offences against 21 in the previous year. Offences of assault, mutiny and escape increased from 71 to 81. The total number of punishments inflicted

was 30,626 against 23,723 in the previous year. There was an increase of 6,066 in the number of minor punishments. Twenty-four sentences of flogging were inflicted as compared with 27 in the previous year. Eight prisoners who were working outside escaped during the year. Of these seven were recaptured. A riot occurred in January, 1928, in the Naini central prison, during which a convict cook was killed and the nose of another convict was cut off. Firearms had to be used to quell the riot and three convicts died of gunshot wounds, while others were injured. The leaders were mainly convicts who, in the previous year, had been responsible for the riot in the Benares jail. A convict already serving two sentences of transportation for life struck a circle jailer of the Benares central jail with a crowbar.

Health.

86. The death-rate fell to 7·8 per mille—the lowest ever recorded in the history of jail administration in India. This result was achieved in spite of much overcrowding and a very high jail population. Admission to hospitals were 13,155 against 12,691 last year. The chief causes of death were tuberculosis (55) and pneumonia (53) and other general diseases (68). Deaths from dysentery only numbered five. The number of lepers is increasing. There were five deaths among the advanced cases.

Expenditure.

87. The total expenditure fell from Rs. 29·16 to Rs. 29·01 lakhs, and the average cost per head fell from Rs. 93-10-5 to Rs. 91-12-6. The decrease of Rs. 1-13-11 per head was due to the purchase at the most favourable time of sufficient grain for the whole year. The supply of *bajra* was discontinued but rice was supplied once a week during the hot weather.

Employment.

88. Out of the total jail population of 31,609 convicts, 9,703 were employed on remunerative industries as compared with 9,582 in 1927. Cash profits increased slightly in spite of continued depression in business. Sales to the public amounted to Rs. 2·97 lakhs as against Rs. 2·89 lakhs last year. Sales to other departments amounted to Rs. 4·37 lakhs as compared with Rs. 3·29 lakhs last year. The total turnover increased from Rs. 9·04 lakhs to Rs. 10·46 lakhs. Goods to the value of Rs. 3·12 lakhs were supplied to other jails in these provinces on which no profit was charged.

Juvenile prisoners.

89. There were 243 admissions to the Bareilly juvenile jail, and the average daily population was 227 as in the previous year. There was only one death. Lamps were issued to the Star class boys for reading at night up to 9 p.m. A primary

school for juvenile convicts was opened in the Naini central prison, and two paid teachers were transferred from the Allahabad Government Press School. Habitual offenders under sixteen years of age were confined in the Agra central prison, where the daily average population was 21·38 as against 20·78 in 1927.

Reforms.

90. Government appointed by a resolution, dated June 5, 1928, a committee of inquiry. The committee, which consisted of the Chief Judge of the Chief Court of Oudh as chairman and two non-official members, commenced work on November 15, 1928. It was appointed to inquire into the jail administration and discipline, the organization of jail services with particular reference to the management of central prisons and the larger district jails, the adequacy of supervision and the possibility of expansion of the education to juvenile prisoners and of vocational training.

Volunteer teachers imparted religious and moral training to prisoners in 28 jails. Jail libraries received a grant of Rs. 3,000 during the year. Convicts released under the good conduct remission rules numbered 12,962 against 12,966 in the previous year. Special remission was given to 5,238 convicts as against 4,607 in 1927.

16.—Civil justice.

(*See the separate reports on Civil Justice for Agra and Oudh for the year* 1928, *and the report on the Administration of Civil Justice in Kumaun for the year* 1928.)

(*See also tables* 27 *to* 32 *of the Statistical Abstract for British India, seventh issue,* 1929.)

A.—Agra Province.

Administration.

91. During the year there were no changes in the location and jurisdiction of civil courts. The jurisdictions of the subordinate courts in the Kumaun judgeship were re-arranged and defined by notification, dated December 17, 1928. The District Judge of Pilibhit is now known as District Judge of Kumaun and Pilibhit. The court of the subordinate judge at Pilibhit was permanently converted into that of a sessions and subordinate judge with effect from April 1, 1928. All appeals from the munsif of Pilibhit are now preferred to the court of the subordinate judge of Pilibhit.

Judicial staff.

92. Temporary additional district judges were employed for varying periods in eight districts and temporary additional subordinate judges in 22 districts. Additional munsifs worked in 26 districts for varying periods during the year.

Original suits.

93. The total number of suits instituted rose from the record figure of 191,297 to 198,335. Small cause court cases increased from 119,984 to 134,148, while suits filed on the regular side in munsifs' courts dropped from 61,591 to 54,667. The explanation of these changes is that munsifs are now liberally invested with small cause court powers and some of the suits which were formerly tried by munsifs on the regular side are now tried by them on the small cause court side.

The total value of suits fell from Rs. 1,131·67 lakhs to Rs. 822·40 lakhs.

The number of cases disposed of rose by 8,218 to 203,454. The pending file rose by 809 to 36,145. There was a marked increase in the duration of contested cases before district judges, a slight increase in the duration of contested cases before munsifs and a decrease in the duration of contested cases before subordinate judges. There was an increase in the duration of uncontested cases before subordinate judges and munsifs and a decrease in the duration of those cases before district judges.

Appeals.

94. The total number of appeals before courts subordinate to the High Court decreased from 14,519 to 13,880. The pending file increased by 786 to 5,379. The average duration was 152 days against 159 last year. The total number of appeals before the High Court fell from 7,678 to 7,517. The pending file increased from 4,664 to 4,743, of which 4,137 were pending for more than three months as compared with 3,894 last year.

Execution of decrees.

95. The total number of applications increased from 192,663 to 194,875. Courts disposed of 149,203 of these and reduced the pending file by 1,509 to 32,187. The percentage of fructuous applications fell from 50 to 49. The centralization of the execution work of courts at head-quarters has not yet passed the experimental stage, but there are signs that some relief will be necessary for the staff of execution courts.

Honorary courts.

96. The number of village munsifs' courts fell from 77 to 70, and of these only 62 worked during the year. The number of suits instituted rose from 5,037 to 5,569 and the total value

of suits decreased from Rs. 1·22 lakhs to Rs. 1·16 lakhs. There were 41 honorary munsifs working as against 39 last year and they disposed of 14,125 cases as against 12,894 in 1927.

Insolvency. 97. The number of insolvency cases rose from 3,052 to 3,171.

Buildings. 98. No provision was made for major works during the financial year 1928-29. A total grant of Rs. 61,000, of which Rs. 25,000 was non-recurring, was made for minor works.

B.—OUDH.

Judicial staff. 99. The temporary court of the second additional district and sessions judge at Unao continued to work during the year. The temporary court of the third additional district and sessions judge, Lucknow, also worked throughout the year except for a period of six weeks; and the court of the temporary additional district and sessions judge at Gonda worked until April 4, 1928. A district judge and a judge from the small cause court, Lucknow, were deputed to dispose of a petition arising out of an election to the United Provinces Legislative Council. A subordinate judge of the District Judicial Service cadre worked temporarily as a small cause court judge until the end of March 1928, when Government sanctioned the temporary addition of a small cause court judge to the cadre for one year. Six additional subordinate judges worked during the year. Two Indian Civil Service officers under judicial training exercised the powers of subordinate judges for a few months in 1928.

Original suits. 100. The number of institutions decreased from 69,042 to 66,350, or by 4 per cent. The decrease was more marked in the courts of subordinate judges than in any other class of courts. This decrease in civil litigation was shared by all districts except Hardoi. Disposals were 68,344 as against 72,502 and the pending file was reduced from 10,490 to 10,117. There was a decrease of 15 per cent. in the total value of suits, i.e., from Rs. 255·34 lakhs to Rs. 217·80 lakhs. The decrease in value is shared by all classes of courts except small cause courts proper and the courts of honorary munsifs. There was a marked decrease in the duration of contested cases (regular side) before district judges and a decrease in the duration of such cases before subordinate judges and munsifs. There was a decrease in the duration of contested cases (small cause court suits) before subordinate judges, munsifs and judges of small cause courts proper.

101. The number of civil appeals fell from 1,875 to 1,756 and the pending file increased by one to 658. Of appeals decided, 20 per cent were wholly successful, 14 per cent. partially successful and the remainder unsuccessful or remanded. Appeals.

102. There was a decrease from 70,392 to 63,698 in the number of applications and from 71,677 to 65,237 in the number of disposals. The pending balance was reduced from 11,581 to 9,983. The percentage of fructuous applications was 29·77 against 27·57 in 1927. Execution of decrees.

103. Out of 29 honorary munsifs eight did not work. The remaining 21 decided 5,252 cases against 5,228 in 1927. There were six village courts as last year, but the number of institutions fell still further from 475 to 286. Only 275 cases were decided. Honorary courts.

C.—KUMAUN.

104. The only case for disposal was a miscellaneous case pending before the Deputy Commissioner of Naini Tal, who was unable to dispose of it during the year because part of the property belonging to the insolvent lies in the district of Almora. Number and conduct of suits.

105. Out of fourteen appeals from decrees, nine were dismissed, one modified, one reversed, one dismissed summarily and two left pending. Out of twelve miscellaneous appeals, five were confirmed, five reversed and two left pending. Two applications for revision were disposed of and one application for review accepted. Appeals.

106. One hundred and sixty of the 1,222 applications for execution remained pending at the close of the year. Seven hundred and six applications were wholly infructuous, 213 wholly or partially successful, and 143 transferred. Execution of decrees.

17.—Registration.

(See the triennial report on the Administration of the Registration Department for the years 1926, 1927 *and* 1928.)

(See also table 57 *of the Statistical Abstract for British India, seventh issue,* 1929.)

107. The total number of documents registered increased from 264,791 to 276,062, or by 4·2 per cent. The total number of documents registered during the triennium was 837,842 which represents an increase of 2·9 per cent. on the number for the previous triennium. The two main factors which have affected Registration.

registrations during the period are the rise in prices of food-grains and the passing of the Agra Tenancy Act. These factors, as a rule, work in opposite directions. Compulsory registrations generally rise and fall in number with the rise and fall in prices of the staple food-grains. Thus the rise in prices in 1925-26 was reflected in the increase from 220,000 in 1924 to 253,000 in 1926 of the figures for compulsory registration. Prices became easier in 1927 and the number of registrations fell to 224,000 but rose again to 236,000 in 1928 following a rise in prices caused by a bad monsoon. The effect of the new Tenancy Act which was referred to in last year's report is to be seen in the figures for the triennium. Thus in several districts there were decreases in the registration of documents relating to immovable property. This is probably due to the effect of the wholesale conferment of life tenancies which has made land a less attractive form of investment for capital, a view which is corroborated by the fact that not a single district in Oudh shows a decrease. The number of leases, registered fell by 5·8 per cent. during the triennium, and this again is probably due to the new Tenancy Act. Excluding leases, there has been a decrease of about 5 per cent. under optional registration and a decrease of about 4·6 per cent. in the number of bonds registered, in spite of the high prices which prevailed during the triennium.

Financial.

108. The total receipts amounted to Rs. 13·48 lakhs as against Rs. 13·03 lakhs in 1927. The income during the triennium was Rs. 40·16 lakhs as against Rs. 38·13 lakhs in the preceding triennium. The increase of 5·3 per cent. was mainly due to a rise of Rs. 1·12 lakhs, or 24·2 per cent., in receipts from inspection and searches. Expenditure was Rs. 4·87 lakhs as against Rs. 4·60 lakhs in the previous year. Funds were allotted for the construction of two new sub-registrars' offices, the expansion of a third and additions to three other offices.

General.

109. With the sanction of Government a scheme has been introduced for returning documents by post. It is at present tried in head-quarters offices in Benares and Bareilly and will be applied to the entire province if successful. The system of licensing document writers also received the sanction of Government during the year. This enables the district registrars to have some control over these men and thus to regulate the charges made by them. Government sanctioned the appointment of four additional inspectors with effect from August 15, 1928. Revised

draft rules for the selection, appointment and training of inspectors are under consideration by Government. The Board of Revenue lent the services of a stamp expert to the department, who discovered many understamped documents which had been passed by sub-registrars. Copies of documents found after registration to be understamped are now being sent to collectors to realize the deficient duty. The stamp expert has since been appointed as one of the new inspectors by the department and has undertaken the examination of the stamp duty levied in the more important offices.

18.—District boards.

(*See table* 138 *of the Statistical Abstract for British India, seventh issue*, 1929.)

General.

110. There was an increase in the number of meetings held from 923 to 1,004, but the average percentage of members present at meetings also increased, from 52·7 to 58·62, possibly owing to the enthusiasm of new members after the election. Sub-committees are reported to have done good work in some districts in relieving boards of much detail and thus helping to speed up the administration. Tahsil committees are as usual reported to do little or no work.

The general criticism made on boards is that they possess little financial conscience. They are too ready to spend money to please members and constituents or to render allegiance to fashionable ideas. Members are also inclined to forget their real functions and to interfere with the boards' executive authorities. Party strife is still far too prevalent. It appears that the leading men in many districts are no longer coming forward as candidates: for they are unwilling to face the turmoil of elections in which discreditable tactics and bitter personal animosities are rampant. In many boards intrigue, nepotism and communal and other forms of friction impair the efficiency of the administration. At the same time boards do a great deal of administrative work and there is, in every board, a number of honest, honourable and hardworking members who take their duties seriously. But it cannot be said that the standard of efficiency in administration is, in the majority of boards, higher than it was.

Financial position.

111. The financial position of boards again deteriorated. Expenditure increased from Rs. 200·70 lakhs last year to Rs. 208·59 lakhs, and income fell from Rs. 192·45 lakhs to Rs. 191·85 lakhs, with the result that many boards are almost

bankrupt, whilst nearly all are drawing on their capital resources to balance their budgets. The Dehra Dun board is reported to be bankrupt. In only seven of the 48 boards, as compared with fifteen last year, did income exceed expenditure. From the sale of Government securities, Rs. 5·23 lakhs were realized as compared with Rs. 4·06 last year, and the total income under the "Extraordinary" and "Debt" heads was Rs. 7·21 lakhs. There was an opening balance of Rs. 38·04 lakhs as compared with Rs. 43·10 lakhs at the beginning of 1927-28, so that the total receipts amounted to Rs. 237·10 lakhs. On the expenditure side, Rs. 1·90 lakhs were devoted to investments, and the total expenditure under the "Extraordinary" and "Debt" heads was Rs. 3·90 lakhs. The total disbursements were, therefore, Rs. 212·49 lakhs, and the closing balance was Rs. 24·60 lakhs of which only Rs. 3·51 lakhs were at the absolute disposal of the boards, as compared with Rs. 11·93 lakhs last year. The balances of the boards have fallen far below the minimum prescribed by Government. Some boards have realized their precarious position and have sought to improve it by imposing a tax on circumstances and property. Others have consistently refused to do so. But even where this tax has been imposed, arrears are high and the cost of collection disproportionate to the receipts. The total receipts from the tax were Rs. 2·32 lakhs as compared with Rs. 1·24 lakhs last year, and the collection charges were Rs. 0·83 lakh compared with Rs. 0·39 lakh. In Partabgarh, the board assessed the tax at Rs. 16,582, collected Rs. 5,913 and spent Rs. 4,998 on collection charges. The tax is everywhere unpopular. Some boards refuse to ask Government for assistance in preparing assessments, and in Partabgarh the secretary was appointed assessing officer with the result that every assessee filed objections. General administration and collection charges have increased from Rs. 10·05 lakhs to Rs. 11·54 lakhs, but there has been no corresponding increase in income.

Audit remarks.

112. Audit disclosed various defects. In Basti there was an embezzlement in the press accounts. In Etah there was a serious irregularity in the public works accounts. In Cawnpore advances were made to members and employees, some of which have been misused. Some boards have yet to learn that audit notes are designed to help them and are not merely a form of carping criticism by Government on their administration. As a result, there is often delay in complying with the objections of auditors. The accounts of some boards, however, show signs of improvement.

Medical and public health services.

113. Boards still experience difficulty in obtaining medical practitioners for rural areas under the subsidy scheme which has not proved a success. In several districts practitioners have resigned their appointments. In others, boards were not able to take advantage of Government grants as applicants were not forthcoming. All divisions refer to the popularity of the indigenous dispensaries opened by boards, which continued their policy of subsidizing vaids and hakims, and increased their grants-in-aid from Rs. 20,010 to Rs. 22,410. Fear is expressed that some of these grants were misused. Some of the disputes between district and municipal boards regarding the amount of contribution to intra-municipal hospitals were settled. For example the Cawnpore sadar hospital has been provincialized. This has removed a long-standing cause of friction between the two boards. Other sadar hospitals, e.g., Bareilly, are in a bad condition and the scheme for provincializing or assisting with provicial grants the more important of these hospitals is awaiting the provision of funds.

Medical aid for women.

114. A new wing for women was opened at the Kairana main dispensary in the Muzaffarnagar district. Two thousand seven hundred and six patients were treated during the year. The Etah female dispensary continued to make progress and a new female dispensary at Sambhal was opened.

Sanitation.

115. Under the District Health scheme the sanitation of villages continues slowly to improve. Propaganda was carried on by lectures at fairs and in villages. Government made grants for improving the water supply in various places and for the construction of culverts and drains. In the Meerut division a number of sample manure pits were dug, cess pits filled in and manure heaps removed from inside the villages. The district health staff visited 521 villages in this division and everywhere reported good work in the prevention, control and suppression of epidemics. The grant for the installation of pumps in Budaun was refunded to Government as the scheme proved a failure. A scheme for providing tube-wells, where the water supply is defective in the Pilibhit district, was approved. Last year a reference was made to a scheme in the Bijnor district for entrusting sanitary work to vaccinators in the slack season. This was continued and proved very helpful. Benares district board interested itself in an effort to start model villages and to improve the amenities of village life.

Communication.

116. The majority of boards have done little to check the deterioration of the road system, to which attention was drawn in last year's and previous year's reports. All boards complain of the damage to roads caused by motor buses. Some boards have postponed repairs so long that the cumulative cost of proper renewal is now beyond their financial powers and almost every board has failed to draw up or adhere to a proper scheme of repairs and to earmark funds regularly to carry it out. Twenty-four boards reduced expenditure on metalled and 34 on unmetalled roads. Supervision has, in some districts, been slack and money has been wasted. Some boards have failed to recognize the necessity for employing a trained superior staff. For example, the Bareilly district board has not appointed a qualified engineer, while the engineers of three boards in the Fyzabad division have been declared by Government not to be qualified.

Female education.

117. The apathy of parents and of boards towards female education largely accounts for a disappointing lack of progress, which is also due to the difficulty of obtaining good trained teachers, as in previous years.

Technical education.

118. It is impossible to generalize about the progress of technical education. In some districts carpentry and weaving classes were well attended and in other districts, there was no demand for them. It is doubtful, anyhow, whether pupils make any use of their training in after life. The same may be said of the agricultural classes, many of which are handicapped by the lack of farms for demonstration purposes. But facilities for learning manual work and agriculture have been extended and it is hoped that the supply will create a demand.

Compulsory education.

119. Compulsory education is making some progress, but education committees are reluctant to prosecute. Even when offenders are prosecuted, fines are seldom imposed. In some areas compulsion is only nominal, for example in Meerut 630 boys out of an enrolment of 1,569 in six compulsory areas are exempted.

Physical training and scouting, etc.

120. *Desi kasrat* is now carried on everywhere as are also various Indian games. Scouting is generally becoming more popular and several boards draw attention to the good work done by scouts at fairs.

Education committees.

121. There are already signs of friction between the education committees and the boards, because of the large powers given to the former under the new constitution. For example, the education committee in Muttra is reported to have split the

board into factions and in the Fyzabad division there is a movement towards separation favoured by several chairmen of education committees. In some ways the chairman of the education committee is a more important functionary than the chairman of the board.

School committees are generally reported to be valueless.

19.—Municipal boards.

(*See tables* 134 *to* 137 *of the Statistical Abstract for British India, seventh issue,* 1929.)

General.

122. Elections were held in December 1928 and were keenly contested. There were extensive changes in the personnel of the boards with the result that the figures for the average attendance at meetings were better than those of 1927-28. There were 1,973 meetings of which 149 proved abortive for want of a quorum, and 239 were adjourned. Last year 1,957 meetings were held, of which 170 proved abortive and 297 were adjourned. The average attendance was less than 75 per cent. in 57 boards, as compared with 67 last year. Collections did not improve in spite of an increase of over a lakh in general administration and collection charges, and did not amount to 75 per cent. of the demand in nineteen out of the 85 municipalities. The percentage of collections to demand for the province was 82·24 per cent. as compared with 82·17 per cent. last year. The income of 47 boards was less than their expenditure, and the deficit was made up from closing balance or invested capital. All boards are unwilling to risk unpopularity by imposing fresh taxation from which alone they can obtain money to spend on roads, drainage, lighting, conservancy and other public services with the result that towns are insanitary, the death rate remains high, the roads are bad, the water supply inadequate, and the boards on the verge of bankruptcy. Other boards split up into parties on communal, family or political grounds, each party opposing the schemes of the other. Some boards are working together, however, to collect their dues in full, to increase their income, to cut down wasteful expenditure and to organize their water supply and drainage systems. The accounts of most boards were kept more satisfactorily and action was generally taken on audit notes.

Income.

123. The total income rose from Rs. 157·08 lakhs to Rs. 161·02 lakhs, of which Government contributed Rs. 6·59 lakhs as compared with Rs. 10·07 lakhs last year. Revenue

derived from municipal property, apart from taxation, was Rs. 39·23 lakhs against Rs. 34·53 lakhs last year.

(a) From taxation.

124. The total receipts from taxation rose from Rs. 107·83 lakhs in 1927-28 to Rs. 109·47 lakhs in 1928-29. Income from terminal tax increased from Rs. 18·25 lakhs to Rs. 25·08 lakhs and income from water rate was Rs. 15·22 lakhs against Rs. 14·87 lakhs in the previous year. Receipts from taxes on animals and vehicles, professions and trades, houses and lands, and from tolls (on roads and ferries) increased slightly. Receipts under conservancy and tax on circumstances and property fell.

(b) From other sources.

125. Income from the sale-proceeds of lands increased from Rs. 1·21 lakhs to Rs. 2·01 lakhs, and from sale of water rose from Rs. 6·71 lakhs to Rs. 9·85 lakhs. This rise of three lakhs is due to the gradual installation of meters by some municipalities. Receipts under "Fairs" decreased from Rs. 1·60 lakhs to Rs. 0·32 lakh.

Expenditure.

126. Total expenditure, excluding debt heads, increased from Rs. 158·79 lakhs to Rs. 177·16 lakhs. There was an increase under all service heads but six. General administration and collection charges rose from Rs. 18·01 lakhs to Rs. 19·25 lakhs. Capital outlay on water supply increased from Rs. 11·73 lakhs to Rs. 16·31 lakhs and establishment charges rose from Rs. 12·54 lakhs to Rs. 13·95 lakhs. Capital outlay on drainage also increased, being Rs. 4·61 lakhs against Rs. 3·36 lakhs last year, and establishment charges rose from Rs. 3.02 lakhs to Rs. 4·78 lakhs. Expenditure on conservancy rose from Rs. 24·12 lakhs to Rs. 25·47 lakhs, on roads from Rs. 15·29 lakhs to Rs. 19·72 lakhs, and on public instruction from Rs. 17·12 to Rs. 18·85 lakhs. Repayment of loans rose from Rs. 5·61 lakhs to Rs. 5·73 lakhs, but investments fell Rs. 4·93 lakhs to Rs. 0·92 lakh.

Financial position.

127. The financial position is again worse. Expenditure exceeded income by over sixteen lakhs, and the deficit was made up by depleting invested reserves, reducing the closing balance and taking more loans.

The total expenditure was Rs. 177·17 lakhs and the total income Rs. 161·02 lakhs; thus the excess of expenditure over income was Rs. 16·15 lakhs as compared with Rs. 1·71 lakhs last year and Rs. 11·27 lakhs the year before. Income from the sale proceeds of Government securities was Rs. 6·90 lakhs, and from Government loans was Rs. 12·02 lakhs, while the total receipts

under "Extraordinary" and "Debt" were Rs. 22·00 lakhs. This sum and the opening balance of Rs. 40·70 lakhs added to the total income, gives the total receipts for the year, namely Rs. 223·72 lakhs. Expenditure under "Extraordinary" and "Debt" amounted to Rs. 9·37 lakhs, of which Rs. 5·73 lakhs were devoted to repayment of loans. The total disbursements, therefore, amounted to Rs. 186·53 lakhs and the closing balance to Rs. 37·19 lakhs, which is Rs. 3·59 lakhs less than the opening balance. Income exceeded expenditure in only nine of the 26 municipalities whose income is more than one lakh, and in 26 of the remainder. Municipal loans amount to Rs. 141·33 lakhs on which sum the interest is nearly eight lakhs per annum. Of a demand for the year of Rs. 66·04 lakhs (Rs. 9·42 arrear and Rs. 56·61 current) 82·24 per cent. was collected, 1·70 per cent. was remitted and 16·06 per cent. left outstanding. In nineteen municipalities the percentage of collections to demand was less than 75. But, even if the demand were collected in full, income would not balance expenditure; municipalities will have to impose further taxation, reduce establishment costs, which have increased by over a lakh, and exercise closer supervision over other sources of income such as octroi.

Municipal services: Roads.

128. Expenditure on roads increased from Rs. 15·29 lakhs to Rs. 19·72 lakhs; 50 municipalities spent more money than last year but the condition of the roads in the province varies considerably from district to district. The Dehra Dun board spent over a lakh in bituminizing its roads. The Gorakhpur municipality spent Rs. 0·65 lakh as compared with Rs. 0·36 lakh last year, and the Cawnpore municipality spent Rs. 3·44 lakhs with the result that its roads are now good. The details required by Government of the proposal for bituminizing the Agra roads have not yet been supplied by the municipality. Although the Benares board spent Rs. 1·54 lakhs their roads are reported to be the "worst in India." In the divisions of Jhansi and Fyzabad municipal boards take little interest in the upkeep of roads and the total expenditure in the two divisions was only Rs. 66,000. There has been a marked advance, however, in the treatment of main road surfaces in municipalities, where tar-spraying has considerably reduced the dust nuisance.

Water supply and drainage.

129. Fifteen towns have a water supply system, of which ten worked at a profit as compared with eight last year. Extensive reorganization works have recently been completed in

many towns. The water supplied has increased by 50 per cent., but revenue has only gone up by 20 per cent., although the number of private connections has also increased. There are over twelve thousand connections of one half-inch size and upwards, which are not metered, and only three thousand which are metered. In all the large towns the outlying areas are starved, and the areas which are favoured by their position with high pressure and continuous supply are allowed an unlimited supply, much of which runs to waste. In Allahabad, Benares, Lucknow, and Cawnpore the average consumption per head per day has increased alarmingly and is now over 30 gallons, of which by far the larger portion is used for domestic purposes; the increased supply is being taxed to the utmost, and unless consumption is checked, further capital expenditure will be necessary. There has been an increase in the total income from water-works of over a lakh, bringing the margin of income over expenditure to more than six lakhs. If allowance were made for water supplied for municipal purposes, this margin would increase by 75 per cent. and if the recommendations of the Mechanical Adviser were followed, the water supply systems could all become self-supporting, and would be able to make sufficient profit to pay back interest and sinking fund charges on all future loans that might be required for extensions.

With the increase in the supply of water, the need for efficient drainage is still more urgent, but it is not being satisfied, although the expense which would be involved in the construction of trapped connexions to the sewers which already exist is small. Sewage farm land is often overdosed with sewage at the request of the tenants, and rents are not proportionate to the value of the produce grown.

Lighting.

130. Electric power is now supplied in sixteen towns, and licences for three more towns and the districts of Moradabad and Bijnor were granted during the year. Applications for the grant of licences for Meerut, Hathras, Etawah, Mirzapur, Fyzabad, Muzaffarnagar and Khurja are under consideration.

Vital statistics.

131. The birth-rate rose from 48·02 per thousand to 49·27 per thousand, and the death-rate rose from 36·13 to 39·95. The provincial infantile death-rate for municipalities again rose from 233·77 to 255·81; in 31 municipalities the infantile death-rate was higher, and in 54 lower, than this average. The infantile death-rate for rural and urban areas in the whole province was 159·0 per thousand.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

20. Agricultural produce.

(*See Season and Crop report for the Fasli year* 1336 *ending June* 30, 1929.)

(*See also tables* 161 *to* 164-A, *and* 290 *to* 297 *of the Statistical Abstract for British India, seventh issue,* 1929.)

Character of the season.

132. Light to moderate rain, which was, however, unevenly distributed fell in June 1928. On the whole, rainfall was short in July over a large part of the province. The months of August and September were exceptionally dry and the total rainfall was considerably below normal, especially in the Agra division. As a result the *kharif* suffered damage and the prospects of the *rabi* germinating in the unirrigated tracts were poor. Rain fell, however, during the first week of October in the eastern districts of Benares and Gorakhpur, with local rain in the western districts, and a storm in the southern and south-western part of the province, including the Agra division and much of the Jhansi and Allahabad divisions, in the fourth week of October enabled the *rabi* to be sown in that area. Some rain fell in early December in the western districts but hardly any fell at Christmas or during the first three weeks of January. On January 25 and the following days, there was rain over the greater part of the province, but a frost in February followed by dry westerly winds in March caused severe damage to crops in certain parts of the province, especially in the Agra division, Bundelkhand and some districts in the Meerut and Allahabad divisions.

Cultivated area.

133. The net cultivated area of the year (33,993,345 acres) was 1·5 per cent. less than last year and 3·1 per cent. below normal. In the Lucknow division it was 9·6 per cent. below normal and 6·1 per cent. below in the Agra division. This was mainly due to scanty rainfall. The Jhansi and Gorakhpur divisions, on the other hand, showed an increase. Naini Tal with 23·2 per cent. against 19·7 per cent. last year is still the district furthest below normal.

The *kharif* area was 6·2 per cent. below normal and 0·5 per cent. less than it was last year. All divisions except Rohilkhand, Jhansi and Gorakhpur shared the decrease as against the last year. The Agra and Jhansi divisions showed the greatest decreases from normal with 16·2 per cent. and 13·7 per cent., followed by the Allahabad division with 7·7 per cent.

The *rabi* area decreased by 1·4 per cent. on last year's figure; it was in excess of normal by 6 per cent. in the province of Agra, but was nearly 20 per cent. below normal in Oudh. The decrease was confined to the Rohilkhand, Benares, Gorakhpur, Kumaun, Lucknow and Fyzabad divisions.

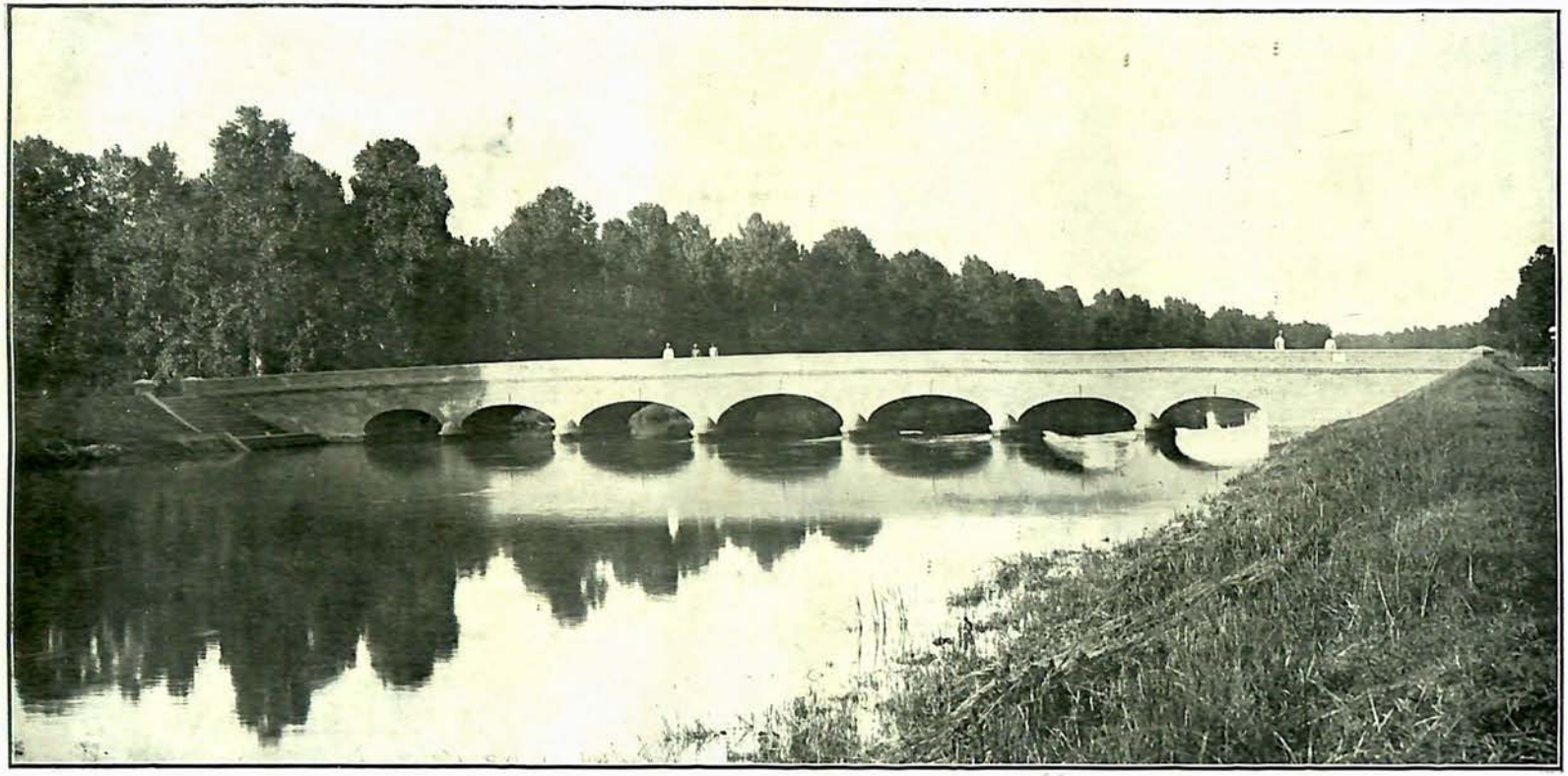
The areas under early and late rice showed decreases of 133,415 and 107,773 acres respectively. The early rains were light, but sufficient for maize and the small millets; the area under these crops and under *bajra* increased at the expense of the area under *juar* and rice. There was a decrease of 240,428 acres in the area under sugarcane, due to the low price of *gur*, but cotton showed an increase of nearly 50 per cent. over last year's figure. Indigo and hemp are steadily declining. The general decrease in the *rabi* was shared by the principal crops except barley, potatoes and rapeseed. Lack of moisture in the soil accounts for the larger area under barley; and for the same reason, and because of high prices, there was an increase in the area under rapeseed. The cultivation of the potato which is one of the heaviest yielding and most useful food crops increases with the decline in poppy cultivation.

Yield of crops.

134. Cotton is the only *kharif* crop which does not show a decrease. Taking 100 as the full outturn which might be expected in normal circumstances, sugarcane fell from 80 to 75, early and late rice from 75 to 45 and 40 respectively, while the other *kharif* grain crops fell from 85 to levels ranging from 70 (maize) to 55 (*bajra* and *juar*). *Til*, which suffered from drought while in flower, fell from 80 to 60. Of the *rabi* crops wheat, linseed and opium remained at the same as last year's figure, 75. Barley and rapeseed increased from 70 and 45 to 75 and 60 respectively. Gram showed a decline from 70 to 55 due to the effects of drought and frost.

Prices.

135. Wheat showed an upward trend—it reached its highest point of 5·5 seers in December 1928,—until it received a check in January owing to large imports. Barley reached its highest point of 6·5 seers in December and thereafter it declined until June 1929. Gram rose steadily in price until it reached its highest point of 6·25 seers in February 1929. The price of rice was almost stationary throughout the year except during May and June when it fell. *Juar* and maize doubled in price between June 1928 and February 1929, when they reached their highest points of 6·75 seers and 7·25 seers respectively. Thereafter they



District Road Bridge at M. 34—3—370, Kheri Branch.

fell steadily until June 1929, when they were 9·75 and 9 seers respectively against 14 seers each in June 1928.

21. Irrigation.

(*See the report on the administration of the Irrigation department for the year ending March* 31, 1929, *and also the Season Crop report for the year ending June* 30, 1929.)

(*See also tables* 163, 288 *and* 289 *of the Statistical Abstract for British India, seventh issue,* 1929.)

Sources of irrigation.

136. Over 22,000 new masonry wells were constructed during the year and the total number in use increased from 508,115 to 592,164, while the total number of non-masonry wells in the province increased from 625,855 to 791,279. The Sarda canal was opened before all channels were complete to meet the intense demand for water created by the failure of the monsoon of 1928, and 335,147 acres were irrigated.

Total irrigation of the year.

137. The net irrigated area rose from 5,505,197 acres to 10,403,974 acres owing to the drought, irrigation on a large scale being necessary even during the season when rain may be expected in a normal year. The total area irrigated from canals during the year was 4,122,565 acres compared with 2,337,251 acres in 1927-28, while the area irrigated from wells rose from 2,847,635 acres to 5,806,799 acres. Owing to the drought, there was a shortage of water in tanks and reservoirs, and consequently the area irrigated from these sources fell from 60,706 acres to 56,457 acres.

Area irrigated from public works.

138. The demand for canal water was generally keen during the whole period of the growth of the *kharif* crop, but supplies were sufficient to satisfy the demand, except in the Cawnpore division. The Sarda canal was opened for the first time on June 19, but little irrigation was done, except on the Rohilkhand canals which are fed with Sarda water, until the *rabi*. Owing to the poor monsoon the ground was too hard to sow the *rabi* crop and the demand for canal water started early in October and continued until the crop was harvested, except for some time after the rains in the last week of October and at the end of January. At first supplies were generally sufficient to meet the demand but failed, particularly on the Mat branch and the Agra and Dhasan canals, before the end of the season. The tail channels of the Sarda system in the Bara Banki, Rae Bareli and Unao districts could not be opened during the *rabi* season, but other channels higher up were hurriedly completed, and water supplied. The Sukheta

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syphon on the Hardoi branch failed in September, and a diversion had to be made and strengthened to meet the demand for irrigation in the lower reaches of the Hardoi branch and in the Lucknow branch.

Value of irrigated crops.

139. Of the total area irrigated from canals, 39 per cent. was under *kharif* crops and 61 per cent. under *rabi* crops.

The estimated value of the crops irrigated by State canals was Rs. 2,368·49 lakhs as compared with Rs. 1,475·07 lakhs in the previous year, the increase being due to the increased area irrigated and to the rise in the price of certain crops.

Financial results.

140. The gross revenue realized from all canals, including the Sarda canal, on account of irrigation for *rabi* 1927-28 and *kharif* 1928 was Rs. 147·67 lakhs as compared with Rs. 164·48 lakhs in the previous year. The net revenue was Rs. 84·30 lakhs as compared with Rs. 97·20 lakhs. There was a fall in revenue, partly because there was a good monsoon in 1927 followed by heavy winter rains which caused a decrease in the area irrigated during the *rabi* 1927-28, but mostly because there was a slump in the price of sugar and consequently the area of sugarcane sown in 1928 was less than in the previous year.

Return on capital outlay.

141. The net revenue from productive works fell from Rs. 101·06 lakhs in 1927-28 to Rs. 90·45 lakhs in the following year and the loss on unproductive works increased from Rs. 3·87 lakhs to Rs. 6·15 lakhs. If interest charges are deducted, the net profit on productive works is Rs. 12·47 lakhs, which gives a return of Rs. 0·63 per cent. on the total capital outlay, compared with a return of Rs. 1·70 per cent. in the previous year. If the capital outlay on the Sarda canal is deducted, the net return is Rs. 4·74 per cent. The loss on the capital outlay for unproductive works increased from Rs. 4·75 per cent. to Rs. 5·49 per cent.

New capital outlay.

142. The total new capital expenditure again increased and was Rs. 171·24 lakhs, compared with Rs. 154 lakhs in 1927-28, bringing the total capital expenditure on canal systems in the United Provinces since their commencement up to Rs. 2,291·62 lakhs. Of the year's new expenditure Rs. 165·24 lakhs were spent on productive works, particularly the Sarda canal and the Ganges canal hydro-electric schemes. The headworks of the Sarda canal were sufficiently completed to enable the canal to be opened, experimentally on June 19, 1928. The main canal and branches were almost completed during the year; the most

important works in progress were the construction of the reinforced concrete bridge across the Jagbura river, the protection of the Deoha barrage, the construction of the Tinai aqueduct and embankment, and the rebuilding of the Sukheta syphon at mile 48 of the Hardoi branch, which had failed in September, 1928. The Chandari, Harrai and Nathaura escapes in the VII circle were completed, and the main canal was opened for *kharif* irrigation in September. It was formally opened on December 11, by His Excellency Sir Malcolm Hailey, at the headworks at Banbassa. With a few exceptions the smaller branches, distributaries and minor channels were completed during the year, and a large number of drains and field water courses were built. Considerable progress was made with the Ganges canal hydro-electric scheme. The weir on the Kali Nadi at Sumera, with its pumping station and feeder channel to the Ganges canal, as well as the Palra power station were completed. Two bays of the fall at Bhola were equipped with draft tubes, a super-imposed power station was built, and the erection of the plant for this station and transmission lines from Bhola to Meerut, Dasna, Hapur and Ghaziabad was commenced. Work on the Ramganga pumping project continued. Orders were placed for about 840 miles of transmission lines, linking the power stations at Bahadurabad, Bhola and Palra and extending the system into towns of over 5,000 inhabitants in seven north-western districts, and considerable progress was made in the construction of these lines and of transforming stations. Contracts were placed with commercial companies for the electrification of the towns.

On unproductive works the capital outlay was about Rs. 6·00 lakhs, of which the major portion was spent on the Jaiwanti Kandeha, and Aunjhar tanks in the Ken canal division, and the Belasagar lake and Kamalpura and Raipura tanks in the Dhasan canal division. The Jaiwanti, Kandeha and Raipura tanks were nearly completed during the year.

Navigation.

143. Receipts under this head from both the Upper and Lower Ganges canals decreased from Rs. 8,778 to Rs. 7,547, and the total expenditure fell from Rs. 7,361 to Rs. 2,556. During the year 11,033 tons of cargo, valued at Rs. 4·96 lakhs, was carried, compared with 36,512 tons, valued at Rs. 5·26 lakhs in the previous year. There is little prospect of any increase in the revenue from navigation on the Lower Ganges canal because the method of transport is too slow.

22. Agricultural development.

(See reports of the Department of Agriculture for the year ending June 30, 1929, and of the Civil Veterinary Department for the year ending March 31, 1929.)

General. 144. Much of the work of the Agricultural Department was already on lines approved as sound by the Royal Commission on Agriculture and consequently they made fewer innovations in following the recommendations of the Commission than other departments. Moreover, owing to the failure of the monsoon of 1928, funds were so scarce that the department was obliged to concentrate on work which had already proved to be of value, and to postpone the exploration of new schemes. Only Rs. 45,000 for recurring and Rs. 1,17,000 for non-recurring new expenditure were allotted in the budget for the year 1928-29; and even this allotment was subsequently cut down. Some work was, however, accomplished. The provincial Council of Agricultural Research was inaugurated, progress was made towards the affiliation of the Agricultural College, Cawnpore, to the Agra University, and research work on improved seeds, manures, and implements was continued. It is estimated that the increased return from all varieties of crops, due to better seed and improved methods of cultivation, was about Rs. 5 crores, or double the figure for the previous year.

Irrigation. 145. Seventy-one tube wells were completed as compared with 73 in 1927-28. Twelve others were actually finished, but could not be included in the total as the completion certificates had not been received by the end of the year. Of the 71, 27 were worked by power pumping plant. The number under construction on June 30, 1929, was 72. A sum of Rs. 13,724 was advanced as *taqavi* for tube well construction. The water supply from tube wells built during the last six years has made possible the intensive cultivation of high-priced crops on 100,000 bighas. Tenders were obtained from private firms for the construction of pumping installations, according to plans prepared by the engineering staff of the department, but no firms were willing to accept contracts for the construction of tube wells. Firms accepting contracts also maintain the installations for a trial period. There are now 200 large tube wells fitted with engines and pumping plant, and the service required by the owners is increasing, although, as the contract system develops, this service will be provided by the contractors and not by the departmental staff. As in the previous year, the staff consisted of four well engineers, 53 expert borers, 53 mates and five divers employed in district well-boring.

Ploughing with Aligarh plough in village Shujrai, district Muzaffarnagar.

146. Of the three research farms, the cotton research farm at Muttra made a profit of Rs. 9,300, while the botanical research farm at Cawnpore lost Rs. 2,282 as compared with Rs. 10,637 in the previous year, and the potato research farm at Farrukhabad lost Rs. 2,285.

Farms: (a) Research.

147. The instructional farm on the estate of the Agricultural College at Cawnpore made a profit of Rs. 3,157 as compared with Rs. 1,514 in the previous year. One hundred and thirty-six pupils passed out of the training school at Bulandshahr after a two years' course and 46 from the teachers' class. Of 200 applicants, 36 were admitted to the two years' course, the majority of whom belonged to agricultural classes owning land which they wish to improve. Veterinary hygiene and first aid, co-operation and civics are being introduced into the curriculum.

(b) Instructional.

The number of students at the Agricultural College, Cawnpore, was 186, and there were 288 applications for admission. Twenty-six students passed the examination for the Intermediate Diploma. An attempt was made during the year to raise the general standard of efficiency in the administration of the college and in the teaching of practical agriculture and allied subjects. The committee of the University of Bristol will judge the value of the Intermediate diploma from the quality of candidate sent to the University during the next three years, and will then decide whether it can recognize this diploma. Meantime, they will deal with each student on his merits.

148. The six experimental farms at Gorakhpur, Muzaffarnagar, Shahjahanpur, Cawnpore, Partabgarh and Aligarh made a total profit of Rs. 13,415 as compared with a loss of Rs. 2,125 in the previous year. The first three made profits and the remainder lost on the year's working, although all showed an improvement on the previous year. The financial results of the working of these farms are of secondary importance, for they vary with the value of the crops on which experiments are being made.

(c) Experimental.

149. A new demonstration farm was opened at Meerut, bringing the total number of seed and demonstration farms to seventeen, of which fourteen, including the Meerut farm, worked at a profit, and all except the Naugawan seed farm showed an improvement on the previous year. The net surplus for all farms was Rs. 56,186 as compared with Rs. 1,565 in 1927-28. Demonstrations were made on 271,182 acres in villages as compared with 195,430 acres, and the number of private farms

(d) Demonstration farms and plots.

which worked with the advice of the department was 964 as against 871 in the previous year. Neighbouring villagers learn improved methods of cultivation from these farms.

Results.

150. During the year eight smallpower sugarcane mills were erected for village use and 13,718 implements and 18,792 maunds of concentrated manures were distributed. In 1927-28 only 11,582 implements and 12,688 maunds of manure were distributed. The number of seed stores increased from 161 to 174. There were 281,000 acres under improved sugarcane (the extra profit yielded being estimated at Rs. 311·50 lakhs), 1,390,000 acres under improved wheat and 215,000 acres under improved cotton. If Rs. 10 per acre were taken to be the increased profit due to better varieties of seed and improved methods of cultivation, the increased return from areas under crops other than sugarcane would be Rs. 181·90 lakhs; and the total additional income secured to cultivators by an annual expenditure of about Rs. 25 lakhs would be nearly Rs. 5 crores.

Owing to the poor monsoon, the rice crop of 1928 was almost a complete failure in the Gonda district. The department purchased with *taqavi* 14,212 maunds of early rice seed and 37,821 maunds of late rice seed which they distributed in the district.

A-19 cotton was still in demand and was generally sown in the western circle. There was a large increase in the area under improved sugarcane.

Agricultural livestock: (a) Cattle-breeding.

151. The Madhurikand farm at Muttra maintained 741 head of cattle during the year and issued 547 bulls as compared with 468 in the previous year and 196 in 1926-27. Of these 480 were Hissar cattle. This farm makes a speciality of breeding Hissar cattle, and keeps two separate herds, one for purely draught purposes and the other of a dual purpose type. The yield of milk from the latter has not yet been satisfactory but should improve with the completion of the new milking shed now under construction. The year was more healthy than the previous one, although there were outbreaks of rinderpest and foot and mouth disease. It is necessary to isolate purchased cattle on a separate farm for a suitable period before transferring them to the main farm so as to prevent them from introducing diseases from outside.

The second farm at Manjhra maintained 950 head of cattle as compared with 527, and issued 232 bulls as against 128 in the previous year.

The testing of the comparative value of Sahiwal cows and Murrah buffaloes for milk production under *tarai* conditions continued. The Ponwar breed is becoming popular and a pedigree for this breed will have to be established.

A new method of treatment for animals infected with intestinal parasites was made part of the farm routine and is expected to be effective. The number of controlled breeding areas, besides those at Muttra and Etawah, was increased from six to eight and 447 bulls out of the 779 issued were sent to these areas.

Owing to the partial failure of the monsoon, there was a shortage of fodder in Muttra and Etawah; the issue of bulls in the controlled breeding areas of these districts was therefore stopped. For the same reason the distribution of bulls on *taqavi* was also suspended.

Marketing of milk.

152. Owing to illness in the organizer's family the Agra milk supply scheme could not be developed. The schemes at Hathras, Etawah and Jhansi made a profit and continue to develop. The success of these small schemes proves that the supply of milk can readily be organized; but the public are convinced that all milk is adulterated and so pay the lowest price quoted, with which the supplier of pure milk is unable to compete. Until the sale of adulterated milk is effectively checked, schemes for the supply of pure milk cannot prosper.

(b) Horse-breeding.

153. Fifty-five stallions were standing at stud and the number of mares covered fell from 2,413 in 1927-28 to 2,342 in 1928-29. It was decided to open a new stand at Majhuli in the Gorakhpur district. Nine donkeys were at stand, and the number of mares covered was 330.

Disease among live-stock.

154. There were 26,093 reported deaths from contagious diseases during the year, as compared with 41,192 in 1927-28, of which rinderpest caused 13,479 as against 30,742 in the previous year. There was an increase from 3,099 to 7,280 in the number from haemorrhagic septicaemia, an increase from 219 to 1,304 in the number due to black quarter and a decrease from 3,453 to 2,064 in the number due to foot and mouth disease. Surra occurred in five districts as against twelve in 1927-28, and caused only nineteen deaths.

Treatment.

155. The total number of animals inoculated against rinderpest, haemorrhagic septicaemia, and black quarter was 150,569. There were comparatively few cattle epidemics during the year, and consequently the number of animals inoculated was less than in 1927-28 but villagers were more ready to allow their animals to be inoculated than in previous years, and preventive inoculations proved effective. New hospitals were opened during the year in the districts of Benares, Gorakhpur, Azamgarh and Bahraich with the result that the total number of veterinary hospitals and dispensaries rose from 155 to 160. The number of animals treated dropped from 252,609 to 239,515. Medicines were given for 30,488 animals not brought to hospital, and 3,150 animals were castrated. The figures for the previous year were 33,881 and 2,935 respectively.

Cost: (a) Department of Agriculture.

156. An officer of the United Provinces Civil Service was placed on special duty to help the Director in the disposal of office and administrative work and an executive engineer of the Irrigation Department was posted to the Agricultural Engineering section. The budget provision of Rs. 24·60 lakhs was increased by a supplementary grant of Rs. 0·82 lakh to Rs. 25·42 lakhs as compared with Rs. 26·50 lakhs in the previous year. The income was Rs. 4·45 lakhs as against Rs. 3·91 lakhs in 1927-28.

(b) Civil Veterinary Department.

157. The net cost of the department was Rs. 3·57 lakhs.

Conclusion.

158. The recommendations of the Royal Commission on Agriculture were examined, but lack of funds prevented the department from starting to increase its staff up to the strength suggested. Another difficulty was a scarcity of qualified recruits. There was little expansion of the activities of the department during the year. Some district boards took little interest in veterinary work, and failed to provide their share of the cost of building new hospitals, for which Government had sanctioned grants-in-aid.

23. Horticulture.

(*See the report on Government gardens for the year* 1928-29.)

General.

159. Owing to the high temperatures in the hot weather and the failure of the rains, the season was unfavourable.

Work of the year.

160. The report of the Royal Commission on Agriculture in India recommended efforts to improve the quality of fruits and vegetables and the selection of suitable stocks for fruit trees.

Experiments have for some time been made with new varieties of mangoes, oranges, and other fruits, and with improved orange and apple stocks. An attempt was made to destroy the *Woolly aphis* by the introduction of a parasite, *aphelinus mali*, but without success. The propagation of the loquat by budding at the Saharanpur garden, however, was completely successful. Other experiments were made during the year on artificial manures for fruit trees, storage of potatoes and fruit, budding and grafting of mangoes, the introduction and acclimatization of better varieties of vegetables, extermination of rats, and the use of Adco as a synthetic manure.

161. The care and control of all public gardens devolves on the Agricultural department, but the maintenence of archaeological gardens is a charge against Central revenues. Deducting the contributions from the Central Government and the Shah Najaf and Husainabad Trusts, the net cost to Government of provincial gardens amounted to Rs. 1·22 lakhs against Rs. 1·12 lakhs last year. The increase was mainly due to a fall of Rs. 8,471 in revenue due to an unfavourable monsoon. Financial results.

24. Forests.

(See the Report on Forest Administration for the year ending March 31, 1929.)

(See also tables 166 *and* 167 *of the Statistical Abstract for British India, seventh issue,* 1929.)

162. The total area under the control of the department decreased by eight square miles. In the Kumaun circle eight square miles were disforested in terms of the report of the Kumaun Grievances Committee. About six square miles were transferred to the Nepal Government as compensation for land acquired from Nepal for the Sarda canal headworks. Landowners placed 53 acres in Budaun and 390 acres in Lucknow under the management of the Forest department for the purpose of afforestation, while the Canal department handed over 1,026 acres on the Cawnpore branch of the Lower Ganges Canal for the same purpose. The settlement of the Juhi block in the afforestation division was completed and that of the Ata, Badhpura, Nainapur and Gursikaran blocks was in progress. In the Kumaun circle the boundaries of the forest reserves which were too close to the existing villages have now been set back. Area.

Protection : (a) From fire.

163. This year 1·7 per cent. of the total area protected was burnt as compared with 2·7 per cent. last year, 21 fires were attributed to malice as against twelve in the previous year and the cost of protection decreased from Rs. 30 per square mile in 1927-28 to Rs. 28 per square mile in 1928-29. Controlled departmental burning, as a protection from fire, continued to be a very important work in the Kumaun circle and the area burnt rose from almost 60,000 to 81,000 acres. The increase is due to the fact that villagers in Garhwal gave free assistance over 22,400 acres as against none last year. In Naini Tal, villagers continued to co-operate on a considerable scale. Altogether, 35,000 acres were burnt with unpaid voluntary labour.

(b) From injuries due to natural causes.

164. The wave of unusually intense cold which passed over parts of the province in February, 1929, avoided the submontane tract, but the eastern circle forests, which are situated at some distance from the hills, suffered to a certain extent and the *chandars* of the Pilibhit and South Kheri divisions were badly affected. The western circle suffered less than usual. All nursery work suffered severely from drought and planting operations were only partially successful. In the Afforestation division 81 per cent. of the work was unsuccessful. The effect of the poor monsoon on the *sal* forests in the eastern circle may be serious but will not be observed immediately. In the Bahraich division the Sarju river has left the vicinity of the forest; the consequent drop in the water level caused the death of many more *sal* trees. The diversion of the water from the Sarda river into the canal may have a similar effect on the forests near that river; some trees have already begun to die in the Katia block in the South Kheri division. There is likely to be further damage in the division from water-logging from the Sarda canal and the situation is being closely watched. On the other hand, it is hoped that damage from frost in the *chandars* may be checked by irrigation from the Sarda canal. Experiments with game-proof fences have demonstrated that at certain stages of development browsing by deer is the main factor which prevents *sal* regeneration from becoming established. Proposals have been submitted to Government for an increase in the regeneration areas enclosed by game-proof fences. The indications are that a few years' protection will, generally speaking, make the difference between success and failure in establishing regeneration. In the Afforestation division, few rewards were paid for the destruction of porcupines as a result of the successful

use of the Cyanos gas pump. The serious attack of the *sal* borer which began about twelve years ago in the Dehra Dun division is now nearly over, while sporadic attacks in the Lansdowne, Gorakhpur and Ramnagar divisions, which began about six years ago, are also disappearing. The danger is nearly over for the present.

(c) From crime.

165. The number of cases decided in courts was 97 and there were nineteen acquittals. There were 4,404 cases under section 68 of the Forest Act as against 4,182 last year and compensation was accepted in 4,015 as compared with 3,650 last year.

Communications: Roads and bridges.

166. Expenditure on roads and bridges fell from Rs. 1·88 lakhs to Rs. 1·77 lakhs of which Rs. 0·35 lakh were spent on new works and the remainder on repairs. The monsoon was poor and did less damage than usual; there was, therefore, a decrease of Rs. 0·13 lakh under repairs.

Tramways.

167. The Nandhaur valley tramway showed a surplus of Rs. 0·94 lakh against Rs. 1·08 lakhs last year on a capital expenditure of Rs. 2·03 lakhs while the Gorakhpur tramway showed a surplus of Rs. 0·31 lakh against Rs. 0·35 lakh last year on a capital expenditure of Rs. 3·51 lakhs. The indirect benefits of the Gorakhpur tramway to forest revenue are great. It has reduced considerably the cost of exploitation and made it possible to exploit distant forests more fully.

Buildings.

168. The total expenditure was Rs. 2·29 lakhs against Rs. 2·51 lakhs last year. Of this Rs. 0·99 lakh was spent on new works. About 85 per cent. of expenditure is devoted to housing the subordinate staff.

Exploitation.

169. The total value of the produce removed from the forests was Rs. 58·47 lakhs of which Rs. 43·61 lakhs represented the value of the timber, Rs. 4·51 lakhs the value of the fuel, Rs. 1·91 lakhs that of bamboos, Rs. 3·27 lakhs that of resin and Rs. 5·17 lakhs that of minor produce. The 1928 crop yielded 72,292 maunds of resin as against 105,597 maunds in the previous year. The average yield per 100 channels was 6·9 maunds as compared with 5·93 maunds last year. This is the highest yield so far obtained and is due to improved working combined with very favourable weather conditions. Owing to a heavy drop in the world price of resin and turpentine (especially the latter) the Indian Turpentine and Rosin Company was allowed a rebate of the whole royalty of one rupee per maund on the quantity supplied, and the department received only eight annas per

maund for overhead charges. The total surplus received from the resin industry during the year was Rs. 1·49 lakhs against Rs. 3·04 lakhs in the previous year.

Grazing.

170. The percentage of forest area open to grazing was 60·5 as against 59·8 last year. Grazing was provided for 1,037,380 cattle as against 1,064,851 in the previous year.

Financial results.

171. The gross revenue was Rs. 61·80 lakhs while the expenditure was Rs. 31·75 lakhs, of which Rs. 6·01 lakhs was direct expenditure and Rs. 25·74 lakhs indirect expenditure due to maintenance charges. The surplus for the year fell from Rs. 32·70 to Rs. 30·05 lakhs. The unexpectedly good results of 1927-28 were repeated in the Eastern and Western circles during the year, though not quite to the same extent. The decrease in the total revenue was mainly due to a decrease in the profits from the resin industry of one and one-third lakhs. There was a decrease of about three-quarters of a lakh in the Eastern circle, but the variation is too small to ascribe to any exact cause.

Working plans.

172. Good progress was made in the revision of the working plans. The general result of revision of plans for forests in which more modern systems of silviculture have previously been introduced, is to reduce the annual yield. Under Indian conditions natural regeneration is much harder to obtain than was supposed, a longer period for regeneration must be allowed, and consequently the annual yield must for a time be reduced. The older plans left regeneration entirely to chance and considerably under-estimated the yield. A Code of Working Plans, which will do much to facilitate the preparation of working plans, was completed.

Silviculture.

173. It is serious that the regeneration in several areas under concentrated natural regeneration is not keeping pace with felling at the estimated rate. The area regenerated during the year fell short by 2,200 acres of the normal, i.e., the area which should be regenerated each year on the basis of an average regeneration period of 30 years. The department is employing two methods to counteract this decrease: —(1) the employment of aids to natural regeneration and (2) the use of artificial regeneration as a supplement to natural regeneration.

(1) The study of fire as an aid to natural regeneration of *sal* continues on an extensive scale and recent developments are promising. The early departmental burning of *chir* regeneration areas in Kumaun is having a beneficial effect on their

protection. The adoption of deer-proof fences in *sal* regeneration areas where deer-browsing (now known to be an important adverse factor) is prevalent will, it is hoped, be efficacious.

(2) The progress of artificial regeneration throughout the province is very promising and has shown a marked advance during the last few years. The artificial regeneration of the felled *deodar* areas in Chakrata has been systematically taken up and 150,000 plants were put down over 179 acres. In the Gorakhpur division the systematic clear felling of *sal* forests unlikely to reproduce themselves by coppice, and their replacement by *sal* plantations on the '*taungya*' system continues to be successful. This has also been started in Bahraich. The planting of teak in the Gorakhpur division to supplement regeneration of *sal* by coppice is now being carried out successfully on a large scale at an extremely moderate cost. The Lalkua '*khair*' plantation in the Haldwani division has shown conclusively that '*khair*' can be grown successfully on the northern edge of the Tarai on land similar to that on which the natural '*khair*' forests are found. *Chir* seed has been sown broadcast and good results are expected. The teak plantations in Gorakhpur and the Lalkua '*khair*' plantation have marked a definite advance and have established a successful technique which can be followed in other divisions.

In 1928 Government approved the policy of discontinuing afforestation in the remoter and non-commercial Jumna and Chambal ravine areas. This, together with the failure of *babul* in some afforested areas, has led to the decision to concentrate on encouraging the creation of tree forests and fodder reserves in the more promising classes of waste lands by demonstration on such areas as landowners may be willing to place at the disposal of the department, and by advising and carrying out work for landowners willing to incur the expense. A start was made by landowners placing 53 acres in Budaun and 390 acres in Lucknow and the Canal department placing 1,026 acres on the Cawnpore branch of the Lower Ganges canal, under the management of the Forest department for afforestation. It has been found possible in the new areas now being undertaken, such as the sandy *bhur* of Budaun and the *kadir* and *khola* of Meerut, to dispense with the expensive soil preparation and with the sowings in June and July which were found necessary in the Etawah ravines. Where irrigation is possible, plants can be put out in

March with quicker and more certain results. The creation of fodder reserves on *usar* land by means of simple protection was further demonstrated.

25. Mines and quarries.

Mines. 174. Twelve tolas of gold, worth Rs. 240, were found in the Sona Nadi range of the Kalagarh Forest division.

Quarries. 175. The output of slate increased from 567 tons to 885 tons, and of *kankar* from 539,258 tons to 566,502 tons. The output of building stone decreased from 213,081 tons to 188,929 tons, of ballast from 128,757 tons to 104,341 tons, and of limestone from 17,779 tons to 14,324 tons. There was also a decrease in the output of sand from 2,600 tons to 2,462 tons. The decline is due to decreased demand. The value of Indian cement purchased by the Stores Purchase Department was Rs. 8,47,149 which is a record.

One scholarship of the value of Rs. 840 per year (tenable for three years) was given to a resident of the province for training in the Indian School of Mines, Dhanbad.

26. Industrial output.

(*See the Administration Report of the Department of Industries for the period ending June* 30, 1929.)

(*See also tables* 298 *to* 311 *of the Statistical Abstract for British India, seventh issue,* 1929.)

General. 176. The bad agricultural conditions affected most industries, particularly cottage industries. Handloom weavers suffered because the cotton crop was bad, and they could not raise their prices on account of the general drop in price of piece-goods. The demand for textile and woollen manufactured goods went down, the leather trade was lifeless, and the factories manufacturing sugar from *gur* could make no profit because of the high price of *gur* compared with the low price of refined sugar. Foreign competition adversely affected the cotton, blanket, sugar, leather and shellac industries; the gold thread industry was saved only by the protective duty. There was a slight improvement in the export of lower grade *durries* and carpets, while the glass bangles of Firozabad were able to compete successfully with foreign importation. The oil industry, the smaller engineering works, cheap quality washing soap, and the electrical goods

industry had a good year. Towards the close of the year Government accepted the principle that, as the purpose of the United Provinces Arts and Crafts Emporium was to educate and assist the artware manufacturers to improve designs and to find remunerative foreign markets, it could not be expected to be entirely self-supporting. During the year, the Emporium succeeded in selling goods in foreign markets to the value of Rs. 15,000.

Leading industries: (1) Cotton.

177. The cotton crop was bad and prices high. At the beginning of the year, the demand for textile goods was small so that only mills with large reserve funds could work successfully. Competition with Japan was severe, and there were a few small strikes. The result was that only nineteen mills worked as against 23 last year. The demand for Sikandrabad and Agra *pagries*, for Mubarakpur satin and for Mau muslin was small and prices fell. During the year, the Central Weaving Institute of Benares introduced new designs and trained labour for the handloom industry and also made experiments on the sizing of yarn.

(2) Engineering and hardware.

178. The year was a good one for small engineering works but the larger ones made little progress. The sale of cutlery manufactured at the Dayalbagh Model Industries, Agra, decreased, and the prices of pad and tower bolts were reduced. Moradabad brass, scissors, and oil engines could not find a market in India, although the export trade in brass remained brisk. Aligarh locks were used in all Government treasuries in the United Provinces, but the profits of the industry went down because of general depression and low prices caused by excessive competition. Two new industries were started; Khan Bahadur A. H. Mirza opened a factory for the electro-deposition of metals on china, and the Singh Engineering Works, Cawnpore, installed a rolling mill for making iron bars. The Government sanctioned a loan of Rs. 40,000 to the former and the Board of Industries made a grant of Rs. 5,000 to the Singh Engineering Works.

(3) Silk.

179. Small handloom factories and cottage workers continued to do well, for although prices of expensive *saris*, *dopattas*, etc., fell by 20 per cent., the price of yarn decreased proportionately. Artificial silk is being extensively used. The tussar silk industry progressed little and the manufacture of satin at Benares is fast disappearing for want of demand. Some of the Benares weavers have adopted the Hattersley domestic foot power automatic loom.

(4) Wool.

180. The demand for manufactured goods went down on account of general trade depression and the industry also suffered in competition with foreign-made goods, particularly cheap blankets. The Muzaffarnagar school continued to make woollen shawls and shirting cloth.

(5) Sugar.

181. Cane-sugar factories made a profit, but *gur* refineries worked at a loss owing to the high prices of *gur* compared with the prices offered for refined sugar. The industry suffered in competition with Java sugar. Government have sanctioned the installation of an up-to-date plant at the Harcourt Butler Technological Institute, Cawnpore, which should enable the institute to give proper training to students in the sugar department.

(6) Leather.

182. Owing to general depression the leather trade was slack. Prices of foreign leather decreased by about 20 per cent. with the result that the shoe industry suffered in competition with cheap imported shoes. At the beginning of the year hide prices were high, and the export trade very brisk because it was reported that Russia had placed large orders with German tanners. Prices fell in September and did not recover. A small tannery was opened at Fatehpur, but otherwise cottage tanning showed no improvement. The Harcourt Butler Technological Institute made successful experiments on a small scale in growing *tarwar* plants for tanning material.

(7) Oil.

183. Fifty-two oil "expellers" and 28 hydraulic presses are working in the province, and the industry again prospered. The oil "expeller" is becoming very popular. Prices of seed and oil-cakes remained steady with the exception of linseed cake which fluctuated slightly. *Mahua* oil fell in price, but the price of rapeseed remained high owing to the poorness of the crop. One mill in Agra and another in Benares remained closed throughout the year, but the United Provinces Oil Mills of Agra started work again. The present practice of conveying oil from the place of extraction to the storage tanks by hand is expensive; demonstrations proved that it is cheaper to use a pumping plant.

(8) Glass.

184. The manufacturers of glass bangles at Firozabad were able to undersell foreign firms and the industry prospered. They are now attempting to make coloured bangles to compete with the plain bangles which are being imported and coloured locally. Sheet glass of good quality was manufactured by trained workmen from abroad in the new plant at the United Provinces

Glass Works, Bahjoi. To provide capital for the working of this plant, Government made a loan of Rs. 40,000 to the company. This company and the Firozabad Glass Works applied for reduction of railway freights and the board made recommendations to the railway companies. Three new factories for the manufacture of blown glassware were started and the industry has succeeded in withstanding Austrian and Japanese competition; Dietz pattern chimneys are now sold at Re. 1-8 per dozen compared with Rs. 3 per dozen in 1921—24. There are signs, however, of over-production and the factories must begin to develop other lines such as jars and tumblers, and to extend the manufacture of bottles.

(9) Wood-working.

185. Wages rose steadily, motor car bodies were built for the first time in several places and the trade improved slightly. New designs were introduced into Saharanpur wood carving and sales increased.

(10) Dyeing and printing.

186. The printing industry at Lucknow and Jafarganj (district Fatehpur) declined. The introduction of multi-coloured printing improved the sales of Jahangirabad prints; Farrukhabad prints are finding a market in the United States of America. Muttra firms were successful. Shahjahanpur silks with aerograph printing are becoming more popular.

(11) Durries and carpets.

187. Mirzapur carpets were improved in colour and finish and continued to be exported. The Board of Industries granted Rs. 600 to a co-operative store in Agra, in order to encourage the use of superior dye stuffs by the Agra *durrie* weavers' cooperative stores.

(12) Artistic industries.

188. The sales of Moradabad brass in India decreased but the export trade remained brisk. The pottery industry is at a standstill.

(13) Other industries.

189. Except in the hill districts, the hand-knitting hosiery industry was unable to compete with power machines. A grant of Rs. 5,000 was made to a power factory last year, which manufactures socks, stockings and jerseys and is doing well. The gold thread industry is prospering thanks to the protective duty; last year a number of small factories were started. The manufacture of cheap quality washing soap is increasing and experiments are being made in the manufacture of toilet soaps. The Excise department has offered a concession for the supply of specially denatured spirit used in the manufacture of soaps at Meerut. Fluctuations in price adversely affected the shellac industry.

The Bareilly Match Factory and the Scientific Instrument Company, Allahabad, worked satisfactorily, but the hand paper industry has died out because of competition with mill products. An important new industry is the cigarette factory of Tobacco Manufacturers of India, Limited, at Saharanpur. The firm is also experimenting with the growing of cigarette tobacco locally, and there are said to be good prospects of the development of a large industry. Model Industries, Dayalbagh, Agra, are now manufacturing fountain pens and are experimenting on gramophone records. The Board of Industries made a grant of Rs. 5,000 for these manufactures.

27. Industrial development.

(See the Report of the Department of Industries for the year ending June 30, 1929.)

General.

190. The total number of Government and aided institutions further increased, from 112 to 118, and the number of students from 3,900 to 4,700. There were 2,510 applications for admission to these institutions of which only 1,072 could be accepted. With so much competition examination results were good; in half of the Government schools 100 per cent. of the students passed the final examination and in only six schools was the percentage less than 80. It is less satisfactory to find that only 181 of the 405 students who passed have yet found employment. Three long-term, and six short-term foreign scholarships were awarded during the year and the total amount expended on stipends and scholarships was Rs. 71,939. The aim of Government is gradually to reduce the number of stipends awarded each year, and to trust that the quality of the training provided and the prospects of employment will attract students of the right type.

Demonstration and publicity.

191. The technical and industrial schools sent exhibits to all local industrial exhibitions and the model weaving schools gave demonstrations in the surrounding districts. They succeeded in introducing 316 fly-shuttle looms during the year at an expenditure of Rs. 2,591. Last year 491 looms were introduced; the decrease is attributed to the depression in the handloom industry. The department replied to about 200 industrial inquiries during the year. As pointed out by the Burn Committee, there is room for improvement in the collection, classification and co-ordination of commercial intelligence and steps are being

taken to that end. Publicity and propaganda work continue to be conducted through the Indian Trade Publicity Officer and the Empire Marketing Board by the United Provinces Arts and Crafts Emporium, Lucknow, which sent goods to the Fairs at Lyons, Budapest, Milan, Leipzig, Toronto, and London and secured orders to the value of about Rs. 15,000.

Research.

192. Experiments on the amount of power gas which can be produced from water hyacinth were conducted at the Technological Institute, Cawnpore. This institute also experimented on the drying of sludge, the manufacture of paint and varnish, the growing of tomatoes, the preparation of organic manure, the production of *mahua* and castor oil and the utilization of linseed straw. The Wood Working Institute, Bareilly, continued its research into kiln seasoning of woods, particularly *shisham*, *bijasal* and *kanju*. The Central Weaving Institute at Benares carried out experiments on the sizing of yarns, the bleaching and dyeing of raw tussar silk yarns, the making of horizontal warping frames, the use of inset wire healds for finer mercerised and spun silk and also tried to find a cheap wooden jacquard for the manufacture of effective border foliage.

Financial assistance.

193. The Government gave loans totalling Rs. 65,000 and the Board of Industries grants amounting to Rs. 28,000 during the year. The United Provinces Stores Purchase Department bought goods manufactured in the province to the value of Rs. 12,24,109, while the total value of goods supplied through the department rose from Rs. 29 56 lakhs to Rs. 33·45 lakhs. Almost all the stores purchased by the department are now of Indian origin and manufacture; this year iron ploughs and canvas hose made in India were substituted for the foreign articles. The percentage of the value of goods of Indian manufacture to total purchases rose from 66 last year to 71·2 in 1928-29.

Security and welfare of labour.

194. The number of inspections under the Indian Factories Act was 612 as compared with 502 last year, and the boiler inspectors made 183 visits and inspections.

There were 26 fatal accidents during 1928 as compared with fourteen in 1927.

The scheme for housing accommodation in Cawnpore, mentioned in the last report, has not yet matured. But the British India Corporation continued its extensive welfare work among its workmen; and several cotton mills made improvements in the ventilation and cooling of factories.

28. Trade.

195. Owing to the discontinuance of the report on foreign trade it is not possible to give more information regarding trade than has already been given in the sections describing industrial conditions and output.

29. Communications, buildings and power.

(See the Report of the Public Works Department, Buildings and Roads Branch, for the year ending March 31, 1929.)

Organization of the Public Works Department.

196. Government decided that the offices of the Secretary to Government and the Chief Engineer should remain combined for the present, partly because immediate separation threatened to cause considerable confusion and partly to safeguard the prospects of those clerks borne on the Secretariat scale of pay. But with a view to reducing the establishment cost and in anticipation of the future separation of the offices, they decided that all future entrants to the combined office will be recruited on a lower scale of pay equivalent to that of other heads of departments.

No changes were made in the number or distribution of divisional charges. The retention of the Gonda division was justified by events; for with the failure of the monsoon in 1928, famine test works had to be opened in the north of the Gonda and Bahraich districts in January 1929. If Gonda had not been a divisional head-quarters, action could not have been taken so quickly. Draft rules for the United Provinces Engineering Service which is to take the place of the Indian Service of Engineers were drawn up and submitted to Government.

Roads.

197. The department maintained 3,245 miles of metalled roads and 848 of unmetalled roads and hill bridle paths during the year and spent Rs. 37,58,035 on this work, of which Rs. 24,40,810 were spent on metalled roads. Further progress was made on the road construction programme and Rs. 26·41 lakhs were spent during the year on the scheme, bringing the total spent to Rs. 91·34 lakhs out of the Rs. 140 lakhs sanctioned. The department completed 87 miles as against 155 miles in the previous year. Various methods of construction continued to be employed. In view of the success, however, of the experimental work carried out in cement concrete on the approaches to Benares, this type of road is now being laid in Lucknow, Cawnpore and Allahabad in preference to other types. A considerable amount of work

has been done on the approaches to Cawnpore which have always given trouble owing to the very heavy bullock cart traffic. Stone has replaced *kankar* over 51 miles of the Grand Trunk Road outside Cawnpore of which seven miles in the immediate neighbourhood of Cawnpore will be grouted.

New construction work continued to make good progress. The Rajpur diversion on the Dehra Dun-Mussoorie Road was completed and the road as far as Bhatta opened to traffic during the hot weather. Good progress has been made on the extension to Sunny-view. The remaining four miles of the Gonda-Bahraich Road were metalled during the year and there is now through communication between these two towns. Good progress was made in the construction of the Phaphamau-Hanumanganj Road. The raising of the first ten miles has been completed and all culverts constructed. Materials for the screw pile bridge over the Mansita Nala have been ordered. The construction of a bye-pass connecting the Azamgarh-Gorakhpur and the Basti-Gorakhpur Roads (the former of which enters Gorakhpur over the Rapti from the south and the latter over the Rapti from the west) was started. At present two pontoon bridges and ferries have to be maintained, and it is hoped that economy will be effected in the upkeep of these. A further advantage will be that the road embankment will form an effectual *bund* to prevent the Rapti flowing into the Ami which would cause great damage to cultivated land. The expenditure on new construction was Rs. 1·41 lakhs.

The working of the quarry at Bharatkup was not satisfactory. During April and May there was a prolonged stoppage due to the repeated breakage of the rocking levers; this was followed by an outbreak of cholera during which many of the imported labourers ran away. It was not until October that regular running was obtained. But the output was slightly larger than last year's, though still well below the manufacturer's estimates. The shortage is due to the various reasons given above and also to the application of the Factory Act which limited the working day to eight hours as compared with the twelve hours on which the manufacturer's estimate was based. Accordingly, the manufacturing account showed a loss of Rs. 88,000 which will be adjusted by increasing the issue rates of metal. The partial failure of the scheme is due to the repeated breakdown of the mechanical breakers for which spare parts could not be obtained in India.

Bridges.

198. The masonry abutments of the Lachhman Jhula suspension bridge were built, steel towers erected and the anchor blocks completed, but the bridge could not be finished before the rains as four of the cables were burnt during transit. Four steel girder bridges were completed in the Naini Tal division and work is in progress on a fifth. A new bridge was constructed on the Ghaziabad-Dehra Dun road between Saharanpur and Dehra Dun; the road now avoids a dip which used to cause considerable inconvenience to traffic during the rains. Work was started on the provision of two extra spans to the road bridge over the Gomti on the Lucknow-Bareilly road. Two other bridges were under construction during the year.

Buildings.

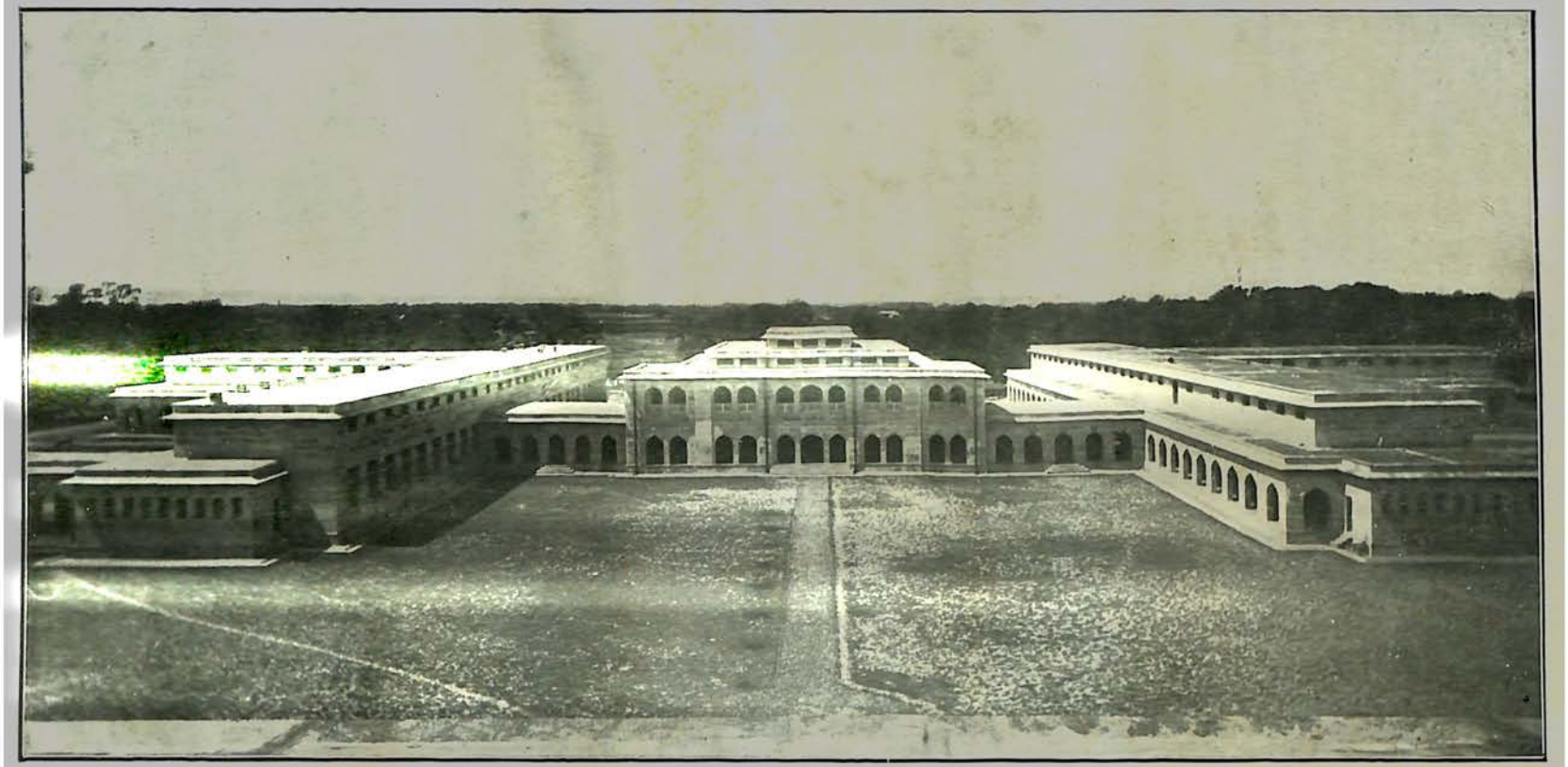
199. The outlay on provincial buildings amounted to Rs. 17·50 lakhs as against Rs. 21·67 lakhs last year. General administration absorbed Rs. 1·62 lakhs, education Rs. 0·82 lakh and industries Rs. 1·20 lakhs. The total expenditure on police buildings was Rs. 11·21 lakhs; nineteen major works were completed during the year, the expenditure on these buildings being Rs. 2·76 lakhs. Work was continued and Rs. 1·62 lakhs spent on six other buildings and work was started on fourteen new buildings during the year. Since the construction of police buildings was started in 1924-25 from loan funds, 60 buildings have been completed at a total cost of Rs. 36·56 lakhs. The Provincial Hygiene Institute buildings at Lucknow and the Muttra Museum were completed. The extension to the Agricultural College, Cawnpore, was completed at a cost of Rs. 4·50 lakhs and furniture and fittings for the central block and south wing provided at a cost of Rs. 0·35 lakh. All the external work of the Technological Institute, Cawnpore, was completed during the year. The north wing and central block of the Intermediate College, Allahabad, were constructed during the year at an expenditure of Rs. 0·80 lakh.

Private works.

200. Private individuals contributed Rs. 3·16 lakhs towards works of public utility. Of these Rs. 0·35 lakh were contributed in Gonda district mainly for the construction of tanks as famine relief works.

Power: Electricity.

201. Electric power was supplied to the towns of Benares, Bareilly, Gorakhpur, Roorkee and Jhansi during the year, bringing the total number of towns served to sixteen. Licences for the towns of Shahjahanpur, Chandausi and Budaun, and for the



Extension of the Agricultural College, Cawnpore

districts of Moradabad and Bijnor were issued, while applications for the grant of licences for Meerut, Hathras, Etawah, Mirzapur, Fyzabad, Muzaffarnagar and Khurja are under consideration. The Ganges canal electric supply scheme is being developed. Under this scheme the Ganges canal will be used to generate electricity at certain falls between Hardwar and Aligarh, which will be conveyed by overhead lines into all towns with a population of over 5,000 in the districts of Saharanpur, Muzaffarnagar, Meerut, Bulandshahr and Aligarh. Cheap electric power will then be available for lighting and fans, and also for pumping water for irrigation, grinding flour, sugar and oil, and for working lathes and machines in towns and villages. In certain tracts, not at present served by canals, electricity will be provided for pumping water from tube wells and rivers at specially cheap rates, if the demand is sufficient to justify the outlay. It is hoped that this scheme will be completed by the autumn of 1930.

The demand for electric power is steadily increasing, all licensees are financially sound and, with the exception of two, who are in their first year of working, are paying dividends to shareholders. There were eight deaths from electrocution during the year.

The Electric Inspector to Government disposed of 167 disputes under the Electricity Act and made 273 inspections of power houses, factories and workshops.

30. Cooperative societies.

(See the Report on Cooperative Societies for the year ending June 30, 1929, and also table 160 of the Statistical Abstract for British India, seventh issue, 1929.)

General.

202. Owing to poor harvests the year was a bad one for cooperative societies. The superior staff is overburdened with work and the auditors and supervisors generally not very efficient. There are now seven assistant registrars for nine circles and two more men are seriously needed. There are 49 ordinary inspectors of whom one is still under training, and three special inspectors for industrial societies. One lady inspector and two new inspectors for agricultural propaganda and adult education were appointed. Twenty-four auditors are on a time-scale of 70—2—100 and 28 in a graded scale. The majority of the supervisors have now come under the control of the United Provinces

Cooperative Union which has taken the place of the standing committee of co-operators which was only an advisory body. An executive committee controls the supervisors and has been very busy organizing the new system.

Training.

203. Thanks to the staff of the Agricultural College at Cawnpore, ten inspectors were given one month's training in agriculture. New supervisors were trained at Partabgarh, particularly in elementary agriculture and the rural outlook; as the period of training appeared to be inadequate it has now been decided to extend it to one year. A whole-time inspector helped to train school teachers in Benares to become village guides and to assist the rural reconstruction work in the Benares district.

General progress.

204. In spite of the fact that the financial condition of agricultural credit societies deteriorated, there was some extension of other forms of cooperative activity. Group conferences of *panchayats* were held which passed resolutions and sometimes took definite action; for example, one group of societies bought several thousand rupees worth of cloth to distribute amongst themselves, and another purchased fodder in bulk to meet local scarcity. In certain villages in the Partabgarh district Pusa wheat was sown in five times as large an area, and Coimbatore sugarcane in ten times as large an area as last year. More than three hundred Meston ploughs and one hundred maunds of artificial manure were used by cooperative societies in the province. Very little progress was made in the attempts to induce agriculturalists to start subsidiary industries like poultry farming. Adult education has been developed and there are now three cooperative schools for women; unfortunately no suitable female teachers are available. Village aid dispensaries have been opened by the Public Health Department in over one hundred societies. Physical culture was encouraged in the districts of Rae Bareli and Benares. Some attempt was made to solve the difficulties of the Agra weavers and *durrie* makers. This year the number of arbitration cases instituted by banks against societies decreased from 42 to five but the number of arbitration cases instituted by societies against members increased from 3,192 to 4,782. Three-quarters of these were decided by inspectors and the rest by honorary workers; the work takes up a large part of the time of the former and it is hoped to train local persons not connected with the societies

to dispose of arbitration cases. Only Rs. 0·59 lakh were realized, leaving Rs. 3·95 lakhs still to be recovered.

The reorganization of credit societies continued, and during the year inquiries were made under section 35 into the financial condition of about one thousand societies; nearly 400 were liquidated, 250 were given further time for improvement and the remaining 350 were rejuvenated. One hundred and nineteen new societies were registered during the year, with the result that the total share capital, reserve fund and working capital have all increased. About eleven hundred member-secretaries were appointed, of whom 250 are able to work independently and the remainder still require some help. The three-year programme for the removal of group secretaries was a failure and the experiment of appointing a special man in each supervisor's circle to visit the societies and train two or three men in each to keep accounts is now being made.

Central societies: Credit.

205. The position of the central banks is a very serious one; owing to scarcity, these banks had to advance more loans, and yet were unable to maintain collections. The result is that sums outstanding and overdue have increased considerably. It appears that the expenditure of 25 banks, on establishment and interest payable on deposits exceeds receipts from interest on loans; in fact if the amount of interest which was not collected is excluded from profits, these banks are found to have worked at a loss. Moreover, it is very likely that many of them will fail to realize a large portion of the principal sums lent to societies which are now in liquidation. It is not surprising, therefore, that the general public has little confidence in the shares of cooperative banks, and that the value of preference shares held by individuals has only increased from Rs. 8·17 lakhs to Rs. 8·20 lakhs during the last three years. Societies, on the other hand, have to continue to purchase shares on which they receive no dividends, and thus the good societies suffer for the bad ones. The banks allowed the latter to postpone payment of share instalments so that the share receipts during the year amounted only to Rs. 1·44 lakhs against Rs. 1·62 lakhs last year, and the paid-up share capital only increased from Rs. 23·25 lakhs to Rs. 23·53 lakhs. On the other hand, the banks found little difficulty in obtaining Rs. 49·50 lakhs on deposit, which is Rs. 5·23 lakhs more than last year. Loan advances to societies increased from Rs. 36·80

lakhs to Rs. 37·14 lakhs and amounts recovered fell from Rs. 34·85 lakhs to Rs. 31·38 lakhs. The amount outstanding, therefore, increased from Rs. 59·03 lakhs to Rs. 64·96 lakhs, and the sum overdue from Rs. 15·98 lakhs to Rs. 17·52 lakhs. If the postponements are taken into consideration, the amount overdue is nearly 36 per cent. of the sum outstanding, and the collections for the year amount only to 57 per cent. of the principal demand. These figures are sufficient comment on the unstable financial position of the central banks.

Central societies: Non-credit.

206. The number increased from four to ten. Two agricultural supply societies were started in Ballia and Majhauli, a district cooperative physical culture association was inaugurated in Benares and a sugarcane sale union was formed at Ghugli in the Gorakhpur district. This union received a contract to supply to the local mill 50,000 maunds of sugarcane which it will obtain from its affiliated societies. Two cooperative central societies were started at Agra and Sandila for the supply of raw materials to weavers' societies; both worked at a loss.

Primary agricultural societies: Credit.

207. The number of primary agricultural societies dropped from 5,697 to 5,390 and would have fallen below 5,000 if a large number of societies had not made promises of improvement, pointing to the prevailing scarcity as the reason for the non-fulfilment of their pledges, and been given an opportunity to improve. Total membership fell from 137,000 to 127,000, but the average number of members per society remained at 24. Loan advances increased from Rs. 41·60 lakhs to Rs. 41·85 lakhs and amounts recovered decreased by two and a half lakhs to Rs. 32·29 lakhs. The profits of societies increased from Rs. 4·74 lakhs to Rs. 5·90 lakhs, the number of societies which paid a dividend rose from 792 to 843. Four hundred and nine societies reduced the rate of interest. Unfortunately, these figures do not represent the real situation. The effect of a bad year has been to increase the loans taken for cultivation and decrease those for cattle.

Primary agricultural societies: Non-credit.

208. The registration of the dairy at Benares was cancelled while the dairy at Allahabad worked at a loss and may have to be closed. New societies for the consolidation of holdings could not be formed for want of expert assistance. Some 26 societies for adult education, rural reconstruction or better living, including three societies for women were registered, chiefly in the districts of Lucknow, Benares and Partabgarh.

Primary non-agricultural societies: Credit.

209. Limited liability credit societies increased in number from 63 to 67; some few in Cawnpore did good work in releasing their members from the hands of money-lenders. Unlimited liability credit societies, which are mostly societies of cottage industrialists, decreased from 197 to 176.

Non-agricultural societies: Non-credit.

210. Only one petty retail store—the school store at Ghazipur—was successful, but it is proposed now to open a store for the working classes in Cawnpore, which will aim at supplying ordinary articles of food in common demand among labourers. Thrift societies of teachers in Partabgarh were not so successful, and the condition of the housing societies in the province was unchanged.

Audit.

211. The audit work did not improve appreciably. Auditors confined themselves to answering a series of set questions and pointing out the usual stereotyped irregularities; they made no attempt to determine the real financial position of the banks. The accounts of all central banks and special societies were audited during the year, but the accounts of 2,045 primary societies remained without audit. More care was taken over the audit classification, with the result that 31 per cent. of the societies were placed in class C, 52 per cent. in class D and 16 per cent. in class E. The Registrar estimates that if the spirit of the instructions about audit classification is followed more closely, there will be a further increase in the percentage in class E at the expense of class C. Nearly two hundred more societies were inspected this year, but the work of training societies must receive more attention than the writing of inspection notes.

Liquidation.

212. Three hundred and ninety societies were liquidated as against 255 in the previous year, and about double that number will have to be liquidated in the current year. The total collection amounted to Rs. 3·43 lakhs of which only Rs. 1·68 lakhs was actually realized in cash compared with Rs. 1·62 lakhs last year. Members owe to societies Rs. 7·74 lakhs principal, and Rs. 5·42 lakhs interest, while the outside liabilities of the societies amount to Rs. 9·13 lakhs of which Rs. 6·34 lakhs are principal and Rs. 2·07 lakhs interest due to central banks. Losses to central banks will, therefore, be heavy.

CHAPTER V.—PUBLIC REVENUE AND FINANCE.

31. Central revenues.

Income-tax.

213. There was a rise in the number of assessees to income-tax and super-tax from 25,117 to 25,902. Receipts from income-tax rose from Rs. 63·84 lakhs to Rs. 67·93 lakhs, and from super-tax from Rs. 16·31 lakhs to Rs. 19·38 lakhs.

Salaries paid by Government yielded Rs. 11·09 lakhs as compared with Rs. 10·64 lakhs last year, while business produced Rs. 50·83 lakhs against Rs. 46·50 lakhs last year. Tax on income derived from business in Cawnpore alone amounted to Rs. 9·93 lakhs as compared with Rs. 7·50 lakhs in 1927-28. This was due to improved business in the cotton mills.

32. Provincial revenues.

(*Values are expressed in terms of lakhs of rupees.*)

Comparison with the previous year.

214. The revenue accounts for the year 1927-28 include a sum of Rs. 18·78 withdrawn from the Famine insurance fund. The rules regulating that fund, which is now called the Famine relief fund, were modified in the year 1928-29, and there is no corresponding entry in that year. Excluding that figure, and excluding also debt heads, the total revenue in 1927-28 was Rs. 1,267·60 as compared with Rs. 1,145·16 in 1928-29. There were increases under only two important revenue heads, namely Stamps and Registration, amounting to Rs. 1·95. The largest decreases occurred under the heads Land revenue (88·18), Irrigation (12·87), Excise (10·11), Forests (4·23) and Superannuation receipts (3·38). The remainder of the fall of Rs. 122·44 lakhs was shared by sixteen heads.

The partial failure of the monsoon and the deficiency of the winter crop necessitated liberal remissions and suspensions which account for the large drop under Land revenue. Revenue from irrigation, although less than last year, was generally normal; in the winter of 1927-28 there was more watering than usual. Excise appears to be now a diminishing source of provincial revenue (more recent figures of actual receipts indicate a further fall), although the apparent fall in receipts for 1928-29 as compared with 1927-28 is due in part to the inclusion in the figure for the latter year of certain non-recurring payments

by other governments. Forest revenue in 1927-28 was unusually large owing to favourable auctions and a great demand for resin in that year. There was also a decrease of Rs. 1·56 in expenditure on forest operations in the year 1928-29 as compared with 1927-28, so that the net revenue of the year fell by Rs. 2·67 only. The decrease in the receipts under Superannuation is due to a change in the system of accounting.

While revenue fell, expenditure, other than that under Debt heads, rose by Rs. 53·68 to Rs. 1,228·50. Of this rise, Rs. 15·84 is under the head Famine relief fund; in 1927-28 there was a withdrawal from the balance in the fund, whereas in 1928-29, expenditure on relief measures was greater, and there was a transfer to the fund. A rise in expenditure of Rs. 37·84 only has, therefore, to be explained. There were decreases under only the four heads, Forest (1·56), Sinking fund (2·65), Public health (2·51) and Commutation of pensions (2·88). The decrease under the last head is due, as mentioned above, to a change in the method of accounting, and the decrease under Sinking fund is due to investments being satisfactory.

There was a net rise in expenditure of Rs. 47·48 under nineteen heads, nine of them accounting for Rs. 44·95. These nine heads are—Interest (13·27), Miscellaneous irrigation charges (11·10), General administration (4·09), Civil works (4·53), Land revenue (3·99), Education (3·42), Jails (1·89), Police (1·45) and Superannuation allowances and pensions (1·21). There is always expansion under the last head and under Education; the increase under Police was due to several minor causes. An increase in the jail population and higher prices account for the rise in expenditure under Jails. Land revenue expenditure was higher because settlement operations continued throughout the year, and preparations were made for further settlements. The rise under Civil works is accounted for by the fact that more liberal provision was made for repairs, and also by the fact that capital outlay fell and establishment charges, consequently, rose. The increased expenditure under General administration is due to the fact that (*a*) for the hearing of gang cases additional staff had to be employed and more money was spent on diet money to witnesses and (*b*) owing to deficient rainfall agricultural conditions were bad, and large sums of money had to be advanced as *taqavi*, as a result of which temporary staff had to be engaged and touring expenses rose. Expenditure under Irrigation is higher

mainly because charges on the Ramganga canal were debited in the accounts of 1928-29. The construction of this canal is part of the programme of hydro-electric schemes, and the expenditure included in the figures for 1928-29 has been written back to capital in the following year. With the growth of debt for the Sarda canal, for hydro-electric schemes and for other works, interest charges will rise, but the increase noted above is due in part to the special advance of Rs. 120 lakhs which was taken in the year 1928-29 for *taqavi* loans to cultivators.

Budget of 1928-29 compared with the actuals.

215. In the original budget the revenue, excluding Debt heads; was estimated at Rs. 1,248·40, but the actual revenue was only Rs. 1,145·16. The only head of importance under which there was an increase was Forests (4·07), which was due to satisfactory auctions and a greater demand for resin. The chief heads under which there were decreases were Land revenue (82·24), Irrigation (12·75), Excise (4·91), Miscellaneous (3·84) and Stamps (1·10). The decrease under Land revenue is traceable to a sequence of causes. Owing to unfavourable weather conditions in December 1928, the *rabi* crop was in danger, the agriculturalists postponed payment, and the revenue authorities did not press collections. When it became apparent that collections were lagging behind the average, orders were given to increase the pressure and much of the lost ground was made up. But there were fifteen holidays in March and also, by that time, it was evident that the *rabi* would be a partial failure, with the result that agriculturalists were inclined still further to postpone payments hoping for substantial remissions. The collections up to March 31 were, consequently, much below the estimates, although all arrears were eventually collected. The revenue from Excise and Stamps was also affected materially by adverse conditions and high prices, although the decrease under Excise was mainly due to optimistic budgeting. The drop under Irrigation was due to a smaller demand for winter waterings; and that under Miscellaneous was due to the fact that the Central Government only paid a debt incurred in 1928-29 in the year 1929-30.

The budget grant for charges against Revenue, including supplementary estimates, was Rs. 1,244·50, and the actual expenditure was Rs. 1,228·50. The difference, therefore, was 16 lakhs; if the figures against Famine relief are excluded, then the difference was only Rs. 2·80. There were several variations of both kinds, however, which led to this net result. There were

increases under Interest (3·27) because the special *taqavi* loan of Rs. 120 lakhs was taken after the budget estimates had been prepared; under Irrigation (3·04) because, according to the new rules for the Famine fund, the cost of protective works is no longer charged to that fund; under General administration (3·63) because of the extra expense on the trial of gang cases and the distribution of *taqavi*. There were decreases under Land revenue (2·09), because settlement operations cost less than was expected; and under Administration of justice (1·30). There was a total decrease of Rs. 6·85 under five transferred heads which was distributed as follows:—A decrease of Rs. 3·05 under Public health because the budget provision for grants for sanitary purposes was not utilized; a decrease of Rs. 1·22 under Education which merely indicates how closely expenditure is controlled, since the total grant was nearly two crores; a decrease of Rs. 1·16 under Medical which was partly the result of overestimating; and small decreases of Rs. 0·74 under Industries and Rs. 0·68 under Agriculture.

Capital and Debt heads.

216. A further loan of Rs. 413·25 was taken, of which Rs. 53·00 was to cover the deficit in the accounts for the year, and is explained in para. 218. Of the remaining sum of Rs. 360·25, Rs. 294·33 were borrowed for productive purposes (construction of the Sarda canal and hydro-electric schemes Rs. 159·85, *taqavi* advances Rs. 120·00, advances to local bodies Rs. 14·48) and Rs. 65·92 for unproductive capital expenditure. At the end of the year 1927-28 the loan account had been overdrawn by Rs. 14·88, so that a net sum of Rs. 345·37 was available in 1928-29. Capital outlay amounted to Rs. 337·64, so that there was a surplus of Rs. 7·73 in the loan account at the end of the year. On the Sarda canal and hydro-electric schemes, Rs. 152·82 were spent; and Rs. 128·65 were spent on *taqavi* advances, and loans to local bodies. Of the Rs. 56·17 expended on unproductive capital outlay, the greater part was spent on the construction of roads and police buildings; of the balance, Rs. 2·56 was spent on the Council Chamber and Rs. 4·85 on the sewage project connected with the Ghaziuddin Haidar canal at Lucknow. The balance of the United Provinces Development Loan fell to Rs. 151·69 from Rs. 152·23. Against the account of this loan, there was a debit of Rs. 0·54 advanced for industrial purposes.

The budget of 1929-30.

217. The budget of 1929-30 depends to some extent on the results of the previous year. The revised estimate for 1928-29 assumed a closing balance of Rs. 18·11; the original estimate

for 1929-30 was based on an expected surplus of Rs. 24·17 ; the closing balance of the year, therefore, was expected to be Rs. 42·28. Budget calculations were upset, however, by two factors. Firstly, the year 1928-29 actually closed with a deficit of Rs. 31·29, and there was a sum of Rs. 20·99 owing to the Famine fund. The total deficit, therefore, was Rs. 52·28. Secondly, there was serious scarcity in the early months of 1929-30, necessitating the remission of Rs. 56·00 of land revenue, and the issue of large *taqavi* advances from a special loan of Rs. 70 lakhs. The revised estimate for the year gives a closing balance of Rs. 35·30, of which Rs. 29·74 belongs to the Famine relief fund, and Rs. 5·56 to other accounts.

The position at the end of 1928 29.

218. On the revised estimate the year was expected to close with a deficit of Rs. 20·70 in the revenue section, and a surplus of Rs. 9·06 under capital heads, that is, a net deficit of Rs. 11·64; and the closing balance was expected to be Rs. 18·11. Actually, there was a deficit of Rs. 83·93 in the revenue section and a surplus of Rs. 22·89 under capital heads. The deficit thus rose to Rs. 61·04; or, taking into account the opening balance of Rs. 29·75, the year ended Rs. 31·29 short. Moreover, Rs. 20·99 were owed to the Famine relief fund. To adjust the accounts a loan of Rs. 53 lakhs was taken as at March 31, 1929; the accounts show, therefore, a closing balance of Rs. 21·71, of which all except Rs. 9·72 belongs to the Famine fund.

The position thus deteriorated, although the deterioration is, in part, only temporary because some receipts, which would ordinarily have been collected in the year, were not collected until 1929-30 as was pointed out in para. 213. The general financial position is, however, depressing. The year 1928 was a bad one from the agricultural point of view, owing to the damage done to the *rabi* crops by late rains in March and to the partial failure of the monsoon. The situation continued unsatisfactory in certain areas up to the monsoon of 1929; but good rains late in the year have improved prospects, and the winter crop of 1930 is promising. The succession of misfortunes which led to substantial remissions of land revenue and which adversely affected other productive heads of revenue, has left the province in a precarious position. The estimate for the year 1929-30 expects that year to close with a deficit balance of about Rs. 9 lakhs. Given normal agricultural conditions, it should be possible, however,

to rehabilitate the working balance by the end of 1931-32, but only at the expense of expansion in every direction. By that time, the province should have provided the statutory maximum of Rs. 55 lakhs in the Famine fund; and Rs. 16 lakhs a year would then be set free for development. In 1932-33 the annual payment of Rs. 25 lakhs towards liquidation of debt will also come to an end. Sources of income, too, should become more productive. Revenue from the Sarda canal, the need for which has been proved by the adverse conditions in 1928 and 1929, will increase gradually. It is estimated that the hydro-electric projects which will be completed in 1930, will yield at least Rs. 7 lakhs a year; and the new settlements are expected to give an annual rise of Rs. 4 lakhs in land revenue. But the needs of the province are increasing so rapidly that even these enhanced resources will be insufficient to meet them.

33. Stamps.

(*See the Report on the Administration of the stamp revenue in the United Provinces for the triennium ending March* 31, 1929, *and also tables* 86 *and* 87 *of the Statistical Abstract for British India, seventh issue,* 1929.)

Receipts and charges.

219. Gross receipts under the Stamp and Court Fees Acts increased from Rs. 174·12 lakhs to Rs. 174·69 lakhs. Receipts on account of judicial stamps fell from Rs. 138·72 lakhs to Rs. 134·59 lakhs, but the decrease was counterbalanced by an increase in the receipts from non-judicial stamps, which rose from Rs. 35·40 lakhs to Rs. 40·10 lakhs. Charges decreased from Rs. 5·92 lakhs to Rs. 5·75 lakhs. The succession of bad harvests reduced the number of civil and revenue suits, with the result that the receipts from court-fees, during the last six months of the year 1928-29, were seven lakhs less than the receipts under this head during the corresponding period of the year 1927-28. More non-judicial stamps were sold, first because the failure of the *rabi* crop of 1927 stimulated the money-lending business, secondly, because licence-fees for motor vehicles are usually paid in non-judicial stamps, and thirdly, because the establishment of an inspectorate of stamps, referred to in para. 221 below, and the appointment of four additional inspectors of registration, have made the sub-registrars and other officials more careful, and proper stamp duty is now generally paid on documents. The expansion of foreign trade is reflected in the steady rise in the sale of foreign bill stamps.

220. Discount allowed to stamp vendors rose from Rs. 2·10 lakhs to Rs. 2·23 lakhs, while the total number of vendors increased from 2,858 to 2,908. Thus the average annual income of a stamp vendor was Rs. 75 against Rs. 74 in 1925-26. Sale of stamps.

221. The total number of insufficiently stamped or unstamped instruments on which duty and penalty were levied by civil courts and collectors during the year, increased from 4,801 to 5,017, but the amount of duty and penalty realized fell from Rs. 80,479 to Rs. 69,470. One hundred and forty more prosecutions were instituted. A special inspecting agency, consisting of a chief inspector and two inspectors of stamps, was created to check and supervise the stamp work in courts and offices. These inspectors pointed out to courts and public offices in 31 districts shortages in the collection of stamp duties amounting to Rs. 66,435. As a result of these inspections about Rs. 80,000 will be collected in the whole province, but it is impossible to estimate the extra revenue which will be secured by charging the proper duty on the documents which hitherto have not been properly stamped. Infringement of stamp law.

34. Excise.

(*See the Report on Excise Administration for the year ending March* 31, 1929, *and also tables* 83 *to* 85 *of the Statistical Abstract for British India, seventh issue,* 1929.)

222. The outstanding feature of the year's administration was the vigorous campaign against illicit distilling. The Punjab and Delhi Provinces followed the example of the North-West Frontier Province and reduced the duty on *charas* from Rs. 60 to Rs. 20 per seer in July 1928. The duty in this province remained at about Rs. 56 per seer and consequently the department had also to adopt some special measures to cope with the temptation to smuggle *charas* into this province. Administration.

223. Last year's increase in the consumption of country liquor was not continued this year, but there was a marked increase in the consumption of foreign liquor. The consumption of the three kinds of hemp drugs showed a decrease. The contribution to excise revenue per head of population was four annas seven pies as against five annas in the previous year, and is now the lowest in India. Consumption.

Country spirit.

224. There was no change in the system of supply nor in the areas under the contract supply and the outstill systems. The number of shops in the distillery area fell from 2,130 to 2,115, but the number in the outstill area showed no change. Consumption fell from 387,303 to 346,349 gallons, which is the lowest figure for the last 29 years. The decrease in consumption was probably entirely due to economic conditions, and was spread over 43 districts. Illicit distillation is now widespread and in some areas the use of illicit liquor is probably greater than that of the excisable articles. The department prosecuted 1,898 cases of offences in respect of country liquor, which number is a record. The sealed bottle system was extended to four more towns and is now in force in 29 towns and one district. The total sale of liquor in sealed bottles was 140,975 gallons, against 205,374 gallons sold in bulk in the "open area," or 40·7 per cent. of the total quantity sold. An experiment allowing sales in small quantities is being tried in one shop in each of twelve towns, but it is too early as yet to give an opinion on the scheme. The graduated surcharge system has now been in force for the last seven years, and is generally accepted to be better than any other system which has so far been tried. The element of speculation which was an unsatisfactory feature of the auction system has completely disappeared. Taxation is now based on the actual sales and a better class of persons is ready to secure a licence. The proposal to increase the Government share in the vend profit, by enhancing the scale of surcharge at certain stages, was not approved by the Provincial Excise Advisory Board.

Foreign liquor.

225. The total number of licences for the sale of liquor decreased by 22 while the number for consumption "on and off" the premises remained unchanged. Licences for the sale of denatured spirit increased from 282 to 284. The revenue from duty on spirits manufactured in the distilleries of this province by foreign methods decreased from Rs. 3·96 lakhs to Rs. 3·03 lakhs. The manufacture of sophisticated spirit is steadily declining in the United Provinces. The total consumption of wines, spirits and beer increased from 648,104 to 827,941 gallons, or by 27·7 per cent. The sale of beer increased by 21·4 per cent. and of spirits by 82·6 per cent. There is a tendency for foreign liquors to replace liquor made in this country by foreign methods; the ratio of the total consumption of this kind of liquor to the consumption of foreign liquors, which was 50·7 :

49·3 in 1926-27, fell to 48·5 : 51·5 in 1927-28 and to 39·7 : 60·3 in 1928-29. Most of the beer consumed is imported from the Punjab breweries and during the year a sum of a little over rupees two lakhs was received by book transfer from the Punjab Government on account of duty on beer imported in 1927-28 and 1928-29.

226. The number of shops decreased from 1,650 to 1,620, but revenue increased from Rs. 7·35 to Rs. 7·72 lakhs, or by five per cent. *Tari* is replacing country spirit in some of the larger towns. In Cawnpore income from *tari* increased by Rs. 32,167. **Tari.**

227. The consumption of *charas* and *ganja* decreased by 9·3 per cent. and that of *bhang* fell by 3·9 per cent. The decrease was chiefly due to the unfavourable agricultural situation. The total number of shops increased from 2,067 to 2,076 ; there was, on the average, one shop to 51 square miles. The total revenue decreased from Rs. 42·14 lakhs to Rs. 38·68 lakhs, or by 8·2 per cent. Income from duty fell from Rs. 21 lakhs to Rs. 19·10 lakhs, or by nine per cent., and from licence fees decreased from Rs. 21·14 to Rs. 19·58 lakhs. There was no change in the rates of duty in spite of a reduction in the rate of duty on *charas* from Rs. 60 to Rs. 28 per seer in the Punjab and Delhi. The urban population of the province, which is only one-ninth of the rural population, consumed 56·77 per cent. of these drugs. **Hemp drugs.**

228. The total consumption decreased from 22,747 seers to 22,495 or by 1·11 per cent. as compared with last year's increase of 2·03 per cent. The number of shops increased from 893 to 901. Total revenue decreased from Rs. 23·93 to Rs. 23·67 lakhs. The share of the urban population in the total consumption was 74·83 per cent. The Government of India reduced the cost price of opium from Rs. 26 to Rs. 23·5 per seer. **Opium.**

229. The number of licences for the sale of morphia drugs decreased from 278 to 277, and the quantity sold fell from 9 lb. 11 oz. to 9 lb. 2 oz. The number of cocaine licences fell from 119 to 112 and the quantity sold from 6 lb. 7 oz. to 6 lb. 4 oz. **Dangerous drugs.**

230. The total number of cases under the Excise and Opium Acts increased from 4,529 to 4,935. The number of cases sent up by excise inspectors, apart from reports against licensees, increased from 1,534 to 1,716. The number of cases relating to the unlawful manufacture, import and possession of country liquor rose from 1,745, to 1,898, which is a record figure, while **Excise crime.**

the number of prosecutions for offences relating to hemp drugs rose from 339 to 524, which is another record. Excellent work was done by the Excise Inspector of Karwi with a special staff of six peons in checking the smuggling of *charas* in small quantities from Central Indian States. One hundred and twenty-seven cases of petty smuggling were detected and there was a considerable improvement in the sales of *charas* from shops in British India. A special staff of five excise inspectors and 42 peons under an assistant excise commissioner were placed on special duty to stop *charas* smuggling from the Punjab and Delhi. It is probable that this measure was successful, because the drop in the consumption of *ganja*, a drug which was not affected by the reduction in duty, was the same as that in the consumption of *charas*. The decrease in both cases was probably the result of economic conditions. The total quantity of *charas* seized in the United Provinces was 219 seers, as against 60 seers last year. Cocaine smuggling is still prevalent in spite of constant efforts on the part of the department. The total quantity seized was 87½ ounces as compared with 86½ ounces last year. One large seizure was made in June 1928 by the Cawnpore police who found 29 ounces in a house. The accused were acquitted on appeal by the Sessions Judge. Other seizures of 8, 7 and 4 ounces respectively were made in various places and heavy sentences were inflicted.

Local bodies.

231. The number of licensing boards remained the same, at 23. The department gave effect to all the decisions of licensing boards in 1928-29 except that the resolutions of the boards at Agra and Jhansi for the closing of certain shops and the recommendations of the boards at Cawnpore and Allahabad for the opening of new foreign liquor shops, were disallowed. The Advisory Committees proposed the closure of 94 shops and the opening of 129 shops. Proposals for the closure of 77 shops and for the opening of 123 were accepted.

Financial.

232. The total excise revenue fell from Rs. 140·72 to Rs. 130·98 lakhs. The net revenue, after deducting expenditure and refunds, decreased from Rs. 127·01 lakhs to Rs. 116·98 lakhs.

There was a decrease under every head of revenue except *tari* and beer, under which there were increases of 4·9 per cent. and 23·8 per cent. respectively. Country liquor brought in Rs. 52·77 lakhs; opium Rs. 23·67 lakhs; hemp drugs Rs. 38·68 lakhs; foreign liquor manufactured in distilleries of this province

Rs. 2·72 lakhs; genuine foreign liquor Rs. 1·69 lakhs and *tari* Rs. 7·72 lakhs. The total expenditure (excluding compensation and cost of opium paid to Government of India) rose from Rs. 6·99 lakhs to Rs. 7·31 lakhs. The percentage of expenditure to gross revenue increased from 4·9 per cent. to 5·5 per cent. The increase in expenditure is due—

(1) to the annual increment earned by excise inspectors and assistant excise commissioners,

(2) to the restoration of the Allahabad Excise charge under an assistant excise commissioner, and

(3) to the appointment of a special staff to check *charas* smuggling.

233. Reports show that there was some activity in temperance propaganda in thirteen districts and in more than one district *panchayats* have exercised their influence to promote temperance amongst the people they represent. But much remains to be done and there is a large field of work open to the educated public in helping the growth of temperance. Conclusion.

CHAPTER VI.—PUBLIC HEALTH.

35. Vital statistics.

(*See the Report of the Director of Public Health for the year ending December* 31, 1928, *and also tables* 177 *to* 185 *of the Statistical Abstract for British India, seventh issue,* 1929.)

General.

234. The year under review was not quite as healthy as the previous year. There were more deaths from all the principal diseases except small-pox and fever, the increase in mortality from plague and cholera being specially marked.

Births.

235. The birth rate rose from 36·72 to 38·24.* The total number of births was 1,735,159 and the ratio of males to 100 females remained the same at about 112. The highest birth rate was recorded in October and the lowest in May.

Deaths.

236. The number of males whose deaths were registered, was 578,600 and the number of female 517,136. The provincial death rate was 24·15 as compared with 22·59 in the previous year. Of the districts Pilibhit had the highest death rate (38·77) and Fatehpur the lowest (15·04). Amongst municipalities, Bisalpur (Pilibhit) with 74·49 and Pilibhit with 66·81 had the highest death rates, due chiefly to fever and plague. Of notified areas, Kaimganj (Farrukhabad) reported the highest death rate (68·12) followed by Pihani (Hardoi) with 61·91 also due to plague and fever.

Infantile mortality.

237. The provincial infantile death rate in 1928 was 159·9 as compared with 151·75 in 1927. Naini Tal district again had the highest rate with 239·54 followed by Pilibhit (218·65) and Lucknow (213·25). In municipalities and notified areas the death rates were 255·81 and 215·48 against 233·77 and 197·08 respectively last year. Cawnpore headed the list of municipalities with a rate of 383·91 followed by Etawah with 379·35. Amongst the notified areas Rajpur had the highest rate with 365·85. The maximum mortality occurred in June and the minimum in February.

Verification of statistics.

238. The vaccination staff tested 1,279,919 entries of births and deaths, which represented an increase of 64,585 over the

* Rates for births and deaths are per thousand of population.

previous year, district medical officers of health 243,662, local authorities 143,319 and assistant directors of public health 1,446, the total being 1,668,346.

Diseases: Fevers.

239. Deaths fell from 786,552 to 765,954, the rate being 16·88 against 17·33 last year. Malaria accounted for 687,001 deaths, enteric fever for 9,194, measles for 5,348, relapsing fever for 513, kala azar for 474 and other fevers for 63,424.

Cholera.

240. There were 44,941 deaths against 28,285 last year. Sultanpur had the highest death rate with 3·51. Hamirpur and Fyzabad were the next worst sufferers. In the twenty districts under the cholera scheme 36,131 deaths were recorded while the other 28 districts showed 8,810 deaths.

Small-pox.

241. Deaths fell from 7,894 to 3,012, the heaviest mortality as in the three previous years being recorded in May and the lowest as in 1926 in October. Azamgarh had the heaviest mortality (·39). One district was entirely free from this disease and in seven the death rate was too small to yield a ratio. Out of 91 towns, 43 were entirely free from the disease while in 38 the number of deaths did not exceed ten. Patients were treated in the wards of seventeen hospitals.

Plague.

242. There were 80,943 deaths as compared with 15,570 in 1927. Muzaffarnagar had highest rate (7·32) followed by Ghazipur (7·09). Four districts were entirely free from this disease, while in five districts there were not more than three deaths. Out of 91 towns, 31 had no deaths, while in eighteen the number of deaths did not exceed ten.

Dysentery and diarrhoea.

243. The number of deaths was 13,212 against 12,186 last year. The maximum mortality was recorded in May and the minimum in February.

Respiratory diseases.

244. The number of deaths recorded was 34,300 against 29,028. The highest mortality was recorded in March and the lowest in September. Hamirpur (6·14), Lucknow (4·92), Dehra Dun (3·55) and Agra (2·60) held the first four places as in the previous year. Of towns the highest mortality was recorded in Farrukhabad-cum-Fatehgarh (16·26) followed by Bulandshahr (15·53). The urban mortality was 8·18 and the rural 0·23.

Deaths from injuries.

245. The total number of deaths from injuries was 21,329 as compared with 20,419. Of these 2,000 were cases of suicide, 1,408 were due to wounds and accidents, 4,817 to snakes and wild beasts and 432 to rabies.

36. Medical services.

(See the Triennial Report of Civil Hospitals and Dispensaries of the United Provinces for the years 1926, 1927 *and* 1928.)

(See also tables 186 *to* 188 *of the Statistical Abstract for British India, seventh issue,* 1929.)

Number of hospitals and dispensaries.

246. Eleven subsidized dispensaries were closed, and six transferred to the district boards, while nine subsidized dispensaries and one financed from local funds were opened, so that the total number of dispensaries was reduced from 583 to 576.

Extent of medical relief.

247. The total number of in-patients treated during the year increased from 95,019 to 101,366, and the number of out-patients from 5,379,758 to 5,729,091. As compared with 264,699 last year, 276,307 surgical operations were performed in 1928. One hundred and forty-four patients were treated for lung tuberculosis at the King Edward VII Sanatorium, in 39 of whom the disease was arrested; 65 improved. These figures compare favourably with those for last year. Four beds in B class and four in the European section were added and a new block of six rooms for B class patients was nearly completed.

Medical education.

248. There were 246 students on the rolls of King George's Medical College on December 31, 1928, of whom 218 were residents of hostels. Out of 196 students who appeared for the Final M. B., B. S., examination during the triennium, 95 passed. Sixty-five of the 316 students at the Men's Medical School, Agra, passed the Final examination, as against 51 last year. The Women's Medical School had 75 students on the rolls, of whom eight passed out in 1928.

Maternity and child-welfare.

249. Under the direction of the Lady Chelmsford Maternity and Red Cross Society Child Welfare League, maternity and child-welfare work was carried out in 45 centres in the province; the centres received grants from Government to the extent of Rs. 1,21,600 which is more than twice the sum granted in the previous year. A health school for vernacular class candidates was opened at Lucknow, under the control of the Director of Public Health, who also helped to make the Baby weeks a success by deputing his Hygiene Publicity staff for magic lantern demonstrations. Government have sanctioned the appointment of 30 more women sub-assistant surgeons and 50 midwives for small towns and rural areas. A grant of Rs. 1,73,848 was made to the Dufferin Fund.

General.

250. The total income amounted to Rs. 33·15 lakhs as compared with Rs. 31·70 in 1927, while the expenditure was Rs. 32·54 as compared with Rs. 30·08. On December 31, 1928, invested capital amounted to Rs. 21·26 lakhs.

The cadre of the Provincial Subordinate Medical Service fell from 431 to 372, according to the accepted policy of Government. Only nineteen medical practitioners settled down in rural areas in spite of the subsidy, and the number of subsidized dispensaries did not increase. A new scheme for the training of compounders has been devised, and the first course was started in January 1928 with eighteen Government compounders and eighteen private candidates. Dispensaries for the treatment of leprosy were opened at Benares, Cawnpore and Lucknow by the Provincial Committee of the British Empire Leprosy Relief Association.

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37. Public Health services.

(*See the Reports of the Director of Public Health for the year ending December* 31, 1928, *and of the Superintending Engineer, Public Health Department, for the year ending March* 31, 1929.)

Board of Public Health.

251. The Board of Public Health made grants totalling Rs. 8·54 lakhs during the period under review. Of this amount Rs. 2·14 lakhs represent grants made from the unexpended balance on December 31, 1927, and Rs. 6·40 lakhs the amount from the budget allotment of 1928-29. That there are two separate amounts is due to the fact that the departmental year has been changed from the calendar to the financial year; accordingly the period under review covers the fifteen months from January 1, 1928 to March 31, 1929. Out of the sum of Rs. 2·14 lakhs, Rs. 0·34 lakh was sanctioned for a fifth tube-well for Fyzabad municipality, and Rs. 1·74 lakhs for petty sanitary works in rural areas, while out of Rs. 6·40 lakhs, Rs. 1·25 lakhs were sanctioned for special assistance to pilgrim centres, one lakh towards urban sanitation and Rs. 2·40 lakhs for rural sanitation and minor sanitary works. A sum of one lakh for the Jhansi municipal board water supply lapsed as the scheme was not ready. Government in addition sanctioned loans for sanitary projects

during the year totalling Rs. 13·02 lakhs and including six lakhs to Lucknow municipality for sanitary, water and road schemes, Rs. 2·47 lakhs to Allahabad municipality for water-works (reorganization) and half a lakh each to Khurja and Meerut municipalities for hydro-electric schemes. Projects and estimates for schemes costing Rs. 106·33 lakhs were sanctioned during the year including Rs. 49·29 lakhs for the Agra drainage and sewage disposal scheme, Rs. 8·15 lakhs for the Hardwar drainage scheme, Rs. 4·60 lakhs for the Ajodhya drainage scheme, Rs. 7·50 lakhs for the Aligarh water supply scheme, Rs. 5·12 lakhs for the Benares water-works extension and a sum of over four lakhs each for the Rae Bareli and Ajodhya water-works schemes.

Work of staff: (a) Plague and cholera.

252. Besides the organization of sanitary and medical arrangements at fairs such as the *Magh mela* and the solar eclipse fair at Benares, the chief work of the department was the campaign against plague and cholera, both of which diseases caused heavy mortality during the year. To check the spread of plague a vigorous anti-rat campaign was instituted and plague-infected houses were disinfected. An anti-rat campaign has been successfully carried out for the last two years in the twelve selected municipalities of the first range, and was extended to five towns, in order to eradicate foci of plague there, with highly satisfactory results. Acting on the suggestion of the Expert Plague Committee which met at Calcutta in 1927, research has been carried on for some time in Azamgarh district to determine the conditions under which plague is carried over from one season to another. The work done goes to show that plague does not persist in a locality apart from infection among rats but that even a few rats and fleas will keep the infection alive during the hot weather. There has been no opposition from orthodox Hindus to rat-killing and the majority of municipal boards have now become impressed with the efficacy of this method of dealing with the disease. Over a quarter of a million rats were killed in Bareilly alone during 1928, and altogether 700,000 rats were destroyed. Out of 36 travelling dispensaries 31 were employed in plague and cholera-infected areas and did excellent work. No fewer than 449,802 inoculations against plague were performed by various agencies as compared with 107,825 in the previous year. Inoculation enjoys popularity only in some districts, but people now readily resort to evacuation. The tendency is, however, for them to leave their homes too late and to return to them too early.

Since the Indian Research Fund Association had started cholera research work in Patna, they decided to stop research on cholera in the United Provinces from December, 1928. This research had been directed to test the theory that the non-agglutinating vibrios, which have been shown to be generally present in the stools of the people and in drinking water throughout the year, form the reservoir from which cholera epidemics take their start. Inference from the work done is that in these provinces every epidemic of cholera is due to importation and that the non-aggultinating vibrios which were found in this province have lost their pathogenic power. No evidence was discovered to lead to the suspicion that this type of vibrio can ever give rise to an outbreak of Asiatic cholera. The work done established a definite connexion between fairs and cholera. The research at Hardwar shows that cholera is not endemic there, that no cases have occurred without importation of the true virus, and that the majority of cases can be traced to drinking Ganges water which has received the sewage of the town.

(b) Malaria.

253. A great deal of useful anti-malarial work was carried on during the year. The department continued its anti-malarial measures at the Sarda Canal headworks and in the Tarai and Bhabar Government estates. Experiments of various kinds such as the free distribution of cinchona, cinchonization in primary schools, the planting of clover, the use of Paris green and the treatment of village tanks were continued. The department carried on malarial surveys of 77 villages in ten districts.

District health scheme.

254. The district health scheme could only be extended to one more district, Naini Tal, owing to lack of funds. In addition to its work on the control of epidemics the staff continued to devote an increasing amount of attention to creating a "sanitary conscience" among the rural masses by propaganda of various kinds. Direct work was also done by sanitary inspectors who carried out a large number of petty sanitary improvements and anti-malarial works in villages. The results of the "village aid" scheme which was introduced by the department during the year under review have been very encouraging. The scheme aims at establishing dispensaries in villages, with certain simple medicines, in charge of the village school master, training two adult boys of the village in First Aid sanitation and improving the sanitary condition of the villages by the work of labour gangs under the supervision of sanitary inspectors. The

Provincial Hygiene Institute at Lucknow.

scheme has been introduced into 1,040 villages in part and into 260 villages in full. Another effort towards improving village sanitation is being made through the *panchayats*. In Gonda three model villages are being built through the agency of the district authorities on a plan approved by the Board of Public Health, while in the Ajodhya Court of Wards estates villages, the village uplift scheme has been started. Manure and rubbish pits have been dug outside the villages, wells have been cleaned and deepened and soakage pits have been made. In eleven villages the health staff has been working in co-operation with the villagers in widening paths, adding parapets and pulleys to wells, making soakage pits and effecting other sanitary improvements.

Health training and education.

255. Of 67 candidates 49 passed the M. B., B. S. degree (hygiene only). Nine candidates passed Part I and eight passed Part II of the diploma of public health, there being eleven entrants for the first and twelve for a second part. Eleven candidates sat for the first part of the examination for the licentiate of public health and twelve for the second part; ten passed in Part I and nine in Part II. Forty-eight candidates passed the examination for apprentice sanitary inspectors, 27 the examination for sanitary inspectors and three the examination for chief sanitary inspectors. A school for the training of health visitors was opened in October, 1928, in Lucknow, on funds allotted by the United Provinces Branch of the Lady Chelmsford Maternity and Child Welfare League.

Superintending Engineer, Public Health Department.

256. The department carried out provincial and imperial original works costing Rs. 7·11 lakhs during the year. In addition the department had in hand during the year work of the value of Rs. 33·71 lakhs for local authorities and supervised works amounting to about forty-six lakhs, which are under construction by local authorities through their own agency. Projects costing Rs. 110·02 lakhs were prepared for local authorities and others costing Rs. 13·87 lakhs are in hand. The department supplied to local authorities 48 forecasts of costs amounting to Rs. 99·23 lakhs. Establishment charges fell from Rs. 3·66 lakhs to Rs. 3·07 lakhs. The fees on projects completed during the year were Rs. 1·13 lakhs of which Rs. 0·51 lakh was realized. Earnings from constructions carried out departmentally amounted to Rs. 0·72 lakh. The contract system developed during the last few years has proved successful beyond expectations. Reliable

contractors, employing their own technical staff, have been discovered who compete for the "lump sum or lump sum-cum-item rate" type of contract. The system has thrown great responsibility on the Executive Engineer in connexion with the framing of specifications and working drawings; but the advantages are that liabilities are known as soon as the contract is completed and much time is saved in carrying out the work. But for this system, it would have been impossible to undertake the volume of work in hand or obtain such good work at favourable rates. The work of the well-boring division has increased. A new type of well has been developed which will replace strainer wells in future, will last longer, and give increased yield of water and lower depression heads at reduced cost. The water supply system in Benares, Aligarh and Jaunpur is being improved; the works of improvement at Ajodhya and Fatehpur-Sikri have been completed.

38. Vaccination.

(See the Vaccination Report for the year ending March 31, 1929, *printed as section VII of Report of Director of Public Health for the year ending December* 31, 1928.)

Number of vaccinations.

257. The total number of persons vaccinated rose from 1,465,647 to 1,553,631 and the number of successful primary vaccinations increased from 1,282,505 to 1,342,716; thus the percentage of successful operations rose from 94·14 to 94·22. The ratio per thousand of population of persons successfully vaccinated was 30·90 as compared with 29·46 last year.

Inspection of vaccinations.

258. Assistant directors of public health and district superintendents of vaccination inspected 202,714 vaccination operations as compared with 214,466 last year, while assistant superintendents inspected 632,235 cases, bringing the total up to 834,949.

Lymph.

259. The Provincial Bovine Lymph Dépôt, Patwa Dangar, (Naini Tal) issued lymph sufficient to vaccinate 2,825,918 persons as compared with a quantity sufficient for 2,982,943 persons in the previous year. Lymph to the value of Rs. 170 was supplied free for use in jails and charitable institutions. The dépôt realized Rs. 38,294 by sale of lymph as against Rs. 38,085 last year, and the apparent loss on the working of the dépôt increased from Rs. 826 to Rs. 983. There would have

been a profit, however, if the dépôt had not incurred an expenditure of Rs. 3,900 in the purchase of four new motors, one switch board, starters, etc., for the new electric installation, for which the Municipal Board, Naini Tal, will supply the current. Government have also sanctioned the purchase of a new plant to replace the old compressor which has been running for fifteen years.

General.

260. The district health staff continued their campaign for vaccination of school children, with the result that the proportion of unvaccinated scholars decreased. In municipal areas the Director of Public Instruction has issued instruction restricting the admission of children who have not been vaccinated. The United Provinces Vaccination Bill to introduce compulsory vaccination into rural areas has been drafted and published for information.

Expenditure increased slightly from Rs. 4·71 lakhs to Rs. 4·76 lakhs, but the average cost of each successful vaccination fell to Re. 0-4-2 which compares favourably with the average cost for the whole of India which was Re. 0-6-1 in the year 1927-28.

CHAPTER VII.—INSTRUCTION.

39. Education.

(See the Report on Public Instruction for the year ending March 31, 1929, and also tables 139 to 158 of the Statistical Abstract for British India, seventh issue, 1929.)

Number of institutions and students.

261. There was an increase of 505 in the number of recognized institutions and a decrease of 54 in the number of unrecognized institutions owing partly to the recognition of some of the latter. The total number of students increased by over 57,000 to 1,491,483, but the rate of increase has diminished. The percentage of scholars to total population increased slightly to 3·28 per cent.

Expenditure.

262. The rate of increase of expenditure has risen. This year's expenditure was Rs. 375·93 lakhs, of which 56 per cent. was contributed by Government, 15 per cent. was realized from fees, 13 per cent. met from the funds of local boards and 16 per cent. from other sources; it was Rs. 22 lakhs more than the expenditure in 1927-28, which was Rs. 16¼ lakhs more than that for 1926-27.

University education: Number of students.

263. The total enrolment in the five universities increased by 391 to 6,995, and the total expenditure was Rs. 39·18 lakhs, of which just over half was met from Government funds. There are more graduates every year for whom employment cannot be found, and distress is acute; Government have appointed a committee to report on the situation and to suggest remedies.

Progress of the year: Allahabad University.

264. Enrolment increased by 143 to 1,443. During the last five years the number of students has doubled. Research work in all departments continued during the year. The botany and zoology buildings were extended, and the library, in which there are now 72,551 volumes, is in need of extra accommodation. A village service league and study circles in literature, political science, present-day problems, and general science were started, and a First Aid class of 30 students was opened during the year. The University Union was revived after three years of inaction.

Lucknow University.

265. The enrolment increased from 1,530 to 1,619. No new posts were created during the year, although the increase in enrolment makes additions to the staff necessary. The chemistry block was completed and the accommodation thus set free will be used by the English department. Harmony has been restored between Muslim and Hindu students with the result that the University Union has enjoyed a successful year. The University Training Corps continues to be popular, and the number of undergraduates required to undergo physical training has increased considerably.

Agra University.

266. The number of students on the rolls was 1,743. This is the second year of the existence of the Agra University, and considerable progress has been made with the framing of statutes and regulations.

Benares Hindu University.

267. The number of scholars rose from 2,250 to 2,359. Income exceeded expenditure and efforts are being made to collect funds to clear off the existing burden of debt. A separate faculty of medicine and surgery (Ayurveda) has been instituted. A gymnasium is under construction.

Aligarh Muslim University.

268. A few more students were enrolled during the year and bungalows had to be rented to provide hostel accommodation. The energies of the University authorities were directed towards remedying the defects pointed out by the Rahimat Ullah Inquiry Committee.

Secondary education.

269. The number of secondary institutions rose from 909 to 994 and enrolment from 146,554 to 158,709.

Expenditure increased from Rs. 73·87 lakhs to Rs. 78·98 lakhs, of which 52·9 per cent. as compared with 53·7 per cent. last year, was met from provincial funds. District boards contributed less than last year.

The demand for increased facilities for English education does not abate, and the resources of the department and private bodies are being taxed to the full; the number of institutions increased by seven to 278, and the enrolment rose from 77,635 to 82,612.

The number of intermediate colleges increased from 28 to 29 and enrolment rose from 4,199 to 4,376. Expenditure was Rs. 16·11 lakhs as compared with Rs. 14·50 lakhs last year. Economics was introduced as an optional subject in one college and Commerce in another. Lack of funds prevented further provision for the teaching of Urdu and Hindi.

There was an increase in the number of high and middle schools of six only, but enrolment increased by about five thousand. These figures illustrate the tendency of the average institution to increase in size. The percentage of trained teachers increased slightly, but is still very small. The present-day trained teacher still seems disinclined to do a full day's work ; until the school master becomes more earnest and enthusiastic, there can be little hope of improvement in the standard of teaching.

This year eight aided schools received grants-in-aid for introducing the teaching of nature study.

A number of drawing masters were trained in drawing and handwork at the Government Drawing and Handicraft Training Centre, Allahabad.

The superintendents of physical training at the three Government Training Colleges conducted courses in physical training for drill instructors serving in recognized schools. The result has been an improvement in the quality of instruction.

English continues to be badly taught, and the need for specially-trained teachers is urgent.

In the intermediate examination, 2,146 candidates out of 4,039 passed and in the high school examination 6,196 out of 10,481 were successful.

The major portion of the grants-in-aid for buildings was given to aided schools. They received Rs. 5 lakhs, while the amount spent on the buildings and hostels of Government institutions was only Rs. 58,630.

The two most important results of the gradual introduction of vernaculars as the media of instruction in English schools have been, first, the deterioration in the knowledge of English, and secondly, the discovery of the inadequacy of the available text-books in Urdu and Hindi.

Music classes have been started during the year in two more schools.

Scouting is spreading in the Agra, Benares, Lucknow and Kumaun divisions.

As last year, the benefits which should have been derived from the medical inspection of scholars have been largely nullified by the apathy of parents towards the health of their

children. Inspection reports of the municipal medical officers of health state, also, that sanitary arrangements are bad in many schools.

The number of vernacular middle schools rose from 638 to 666 and enrolment from 68,919 to 76,097; the average enrolment per school increased from 108 in 1927-28 to 114 in 1928-29. Expenditure increased from Rs. 15·63 lakhs to Rs. 16·40 lakhs. The teaching of English in these schools is generally inefficient, but the number of students who offered English as an optional subject for the vernacular final examination was 2,056, compared with 1,395 last year. So popular are these English classes that in one division the local public sometimes advance the salary of the English teacher, and in other divisions pupils pay a monthly fee of one rupee for the teaching of English only.

The number of schools teaching agriculture has risen from 16 to 29; initial prejudice against these classes has been broken down, and difficulties are now mainly due to the want of farms for practical demonstration to the boys. Eight schools sent up 190 candidates who offered agriculture in the vernacular final examination; of these 112 passed. Manual training classes in vernacular middle schools were not as popular as the agriculture classes.

Primary schools.

270. There were 20,013 primary schools as compared with 19,624 in 1927-28, and enrolment increased from 1,099,307 to 1,139,971. Expenditure rose from Rs. 80·30 lakhs to Rs. 84·16 lakhs towards which Government contributed Rs. 58·95 lakhs. About one-third of the increased expenditure was met from the funds of local boards. The percentage of trained teachers again decreased, being 63 per cent. this year, as compared with 65 per cent. in 1927-28. There are more than five times as many pupils in the lower primary section as there are in the upper primary section. It is hoped that the introduction of compulsory primary education, and the improvement of methods of teaching infants and very young children, will effect a more normal distribution of children over the upper and lower sections. During the year five municipal boards and nineteen district boards introduced compulsory education.

There is little hope of substantial improvement in the standard of teaching, however, until local bodies avoid making frequent transfers of teachers under their control, and fully

equip their schools with the necessary materials of instruction, such as maps, matting, blackboards and text-books.

Buildings continue in a deplorable condition and some district boards do not use immediately the grants for buildings made by Government. Grants last year amounted to nearly rupees three lakhs. Few boards have formulated a building programme.

Teachers have failed to realize the educational value of school gardens and the boards have neglected them; drill and games are dull and lifeless; scouting has been introduced into very few schools, and young children's instinct to play is not developed.

Training institutions for men.

271. At the Government Training College, Allahabad, there were 66 students compared with 63 last year, of whom 20 were Masters of Arts or Masters of Science, and 27 were graduates. Physical training was compulsory for all students. Sixty-three out of 65 candidates passed the examination for the Licentiate in Teaching. The enrolments at the Benares, Agra, Lucknow and Aligarh training colleges were respectively 48, 55, 55 and 57. Refresher courses in Chemistry, Physics, Drawing, Manual and Physical Training were conducted and helped to increase the enthusiasm of the teachers and to lift them out of the rut of ordinary routine work.

The number of men on the rolls of the eight Government normal schools decreased by thirteen to 700. Of the 1,138 candidates registered for the Vernacular Teachers' Certificate examination 55 per cent. were successful as compared with 54 per cent. last year. The district board training schools are not efficient institutions, and it is hoped to combine the more efficient of these schools in each district and form central training schools.

Training institutions for women.

272. Eight candidates from the Isabella Thoburn College for women at Lucknow sat for the degree of Bachelor in Teaching of the Lucknow University and all passed. Of 95 candidates for the Vernacular Teachers' Certificate examination for women, 73 passed. The number of primary classes for women increased to 23, but there is a need for more normal schools. The number of Christian candidates for admission to the English teachers' certificate training classes, and of candidates of all denominations for admission to the vernacular teachers' certificate training schools, exceeded the number of vacancies. But the number of trained Hindu and Muslim teachers with high school qualifications was small.

The education of girls.

273. The number of institutions for the education of girls increased from 2,077 to 2,160, of which 217 were unrecognized. Enrolment rose from 86,202 to 90,044, and expenditure from Rs. 15·10 lakhs to Rs. 16·56 lakhs; of this sum Government contributed Rs. 7·91 lakhs. The distribution of students amongst the various communities remained the same as last year. There were 33 post-intermediate students at the Isabella Thoburn College, Lucknow, and thirteen at the Crosthwaite Girls' College, Allahabad.

There are still only three intermediate colleges for girls; the number of high schools decreased from thirteen to twelve.

There were 31 anglo-vernacular middle schools, and the number of candidates from the United Provinces who appeared for the anglo-vernacular middle examination was 372, of whom 245 passed. The enrolment in girls' vernacular middle schools rose from 17,197 to 17,675, and in primary schools from 56,929 to 59,451, but in spite of the growing interest in anglo-vernacular education, 97 per cent. of the schools for girls are vernacular. Of the 806 candidates who appeared for the vernacular lower middle examination, 472 passed. The attitude of local bodies towards the education of girls varies considerably; some boards have begun to realize that better accommodation must be provided for girls' schools; others, when faced with the necessity for economy, reduce first the grant for female education. The percentage of trained teachers employed is only 23·5 per rent.

40. Literature and the press.

LITERARY PUBLICATIONS.

Number.

274. The number of publications registered in the province during 1928 fell from 3,380 to 3,194.

Language.

275. The percentage of Hindi publications dropped from 59·5 per cent. to 56·2 per cent. and the percentage of Urdu publications rose from 12·3 per cent. to 13·1 per cent. There were 1,795 publications in Hindi, 419 in Urdu, 259 in English, 113 in Sanskrit, 70 in Nepali, thirteen in Bengali, eight in Persian, five in Marathi and five in Marwari, three in Arabic, two in Garhwali, and two in Roman Hindustani. The number of polyglot publications rose from 491 to 498.

Form.

276. Nearly one-third of the publications were in verse, there being 1,067 works of this kind.

277. Works inspired by communal hatred were again common. Some books asserted that Swami Shraddhanand died for the cause of *shuddhi*, and many others emphasized the necessity of *sangathan* and expressed their hatred of the scheme of Khwaja Hasan Nizami for the conversion of Hindus to Islam. Reference was frequently made to the martyrdom of Haqiqat Rai. Subject and tone.

Books on the History of India referred pointedly to Muslim atrocities, particularly against Hindu women; one book urged Hindu women to take more physical exercise, and so become strong enough to withstand the assaults of Muslims.

There were also counter-attacks by Muslims on the Hindu religion and the morality of Hindu women. The doctrine of transmigration of souls was bitterly attacked by a Muslim, and as bitterly defended by Hindu writers.

A few works advocating Hindu-Muslim unity were published.

The Jain community had previously considered its literature too sacred for publication, but this year some enlightened Jains have published books on the principles of Jainism.

One book attacked the religion of the Wahabis and a few others made slighting references to Christianity.

Propaganda by Sanatan Dharmatists against the Arya Samaj movement continued.

278. The main theme of nationalist writers continued to be that poverty, disease, trade depression, and other woes of India are due to the oppressions and exploitations of alien rulers. Appeals were made to history to prove that the British are tyrants and are exploiting the country for their own benefit. The East India Company was attacked and the rebel Maharani Lakshmi Bai of Jhansi upheld as "India's Joan D'Arc." A treatise on the sugar trade said "Indians have become lustreless, poor, naked, diseased, short-lived and impotent, toothless, grey-haired, blind, leprous . . . all this is caused by the milking and drying policy of the British rule which has been destroying the religion, wealth and health of its subjects." Another work asserted that plague is caused by the "unrighteous conduct of the sovereign, the Government and the leaders . . ." The Soviet Government was upheld as a blessing to the people, and Hindus were called upon to unite to throw off the foreign yoke, and if necessary to die for their country. Politics.

One book demanded more support from Government for Muslims; another said that Government have adopted the old policy of "divide and rule" and have fostered enmity between Muslims and Hindus.

Several books and pamphlets advocating cooperation with the Simon Commission were published.

Social problems.

279. Several replies to Miss Mayo's "Mother India" were published which contained counter-allegations against the morals of Europe and America. Some publications discussed widow remarriage and the position of the depressed classes; one book asserted that *shudras* and women are as much entitled to pronounce the mystic *Om* with the *mantras* as Brahmans. A Maulvi of Lucknow published a tract in Urdu objecting to Mr. Har Bilas Sarda's Bill, stating that the Bill was opposed to the principles of Islam.

Miscellaneous.

280. Dr. Beni Prasad published "The Theory of Government in Ancient India" which throws much new light on post-vedic literature, and Dr. P. K. Acharya wrote a book on Indian architecture. Other noteworthy books described India under the Maurya emperors, the invasion of India by Tamerlane, and the history of the Nizams of the Deccan. The Gaekwar Government issued a Sanskrit dictionary in verse, and Ram Narain Lal of Allahabad published an exhaustive commentary on the Bijak of Kabir Das.

The Press.

Number of journals.

281. The number of newspapers and periodicals increased to 646 from 643 last year. Of these, eighteen were published daily, and 294 monthly (against 284 last year); the number of weekly papers increased from 197 to 207 and the number of papers published twice a week rose from ten to fifteen.

Publishing centres.

282. Lucknow was again the chief centre but Allahabad was a close rival. The output of the more important centres was as follows:—Lucknow 89, Allahabad 86, Agra 60, Benares 50, Cawnpore 44, Meerut 33, Aligarh 23, Moradabad 18, Jhansi 18 and Bijnor 13.

Language.

283. The number of Hindi papers rose from 266 to 270, and of English papers rose from 89 to 94, while the number of Urdu papers fell from 243 to 234.

284. There were 27 papers with a circulation of over 2,000 copies. The circulation of the four most prominent English papers increased by 6,200. Circulation.

The circulation of two Urdu papers increased by over one thousand copies, while that of a third fell by 1,250. The net increase in sales of Urdu papers was about three thousand copies.

The two leading Hindi papers again increased their circulation but the net increase in circulation of Hindi papers was only about two thousand. Thus the phenomenal increase in circulation of Hindi papers, noted last year, has not been maintained.

Three new English papers, 23 new Urdu and fourteen new Hindi papers came to notice during the year. Of the Hindi newspapers, one (which has now ceased publication) advocated communism, another is a strong supportor of labour and a third is a weekly organ of the Liberal party. One of the Urdu papers represents the orthodox Muslim point of view, and another was a short-lived communistic paper advocating violence. One English weekly supports the cause of peasants and labourers against landlords and capitalists.

Twenty-seven papers ceased to appear; many of these were papers which excited communal feeling.

285. After four years of special attention to communal questions, the Press, as a whole, again turned to politics and political propaganda. Some papers preached the doctrine of non-cooperation, civil disobedience and boycott of foreign goods, and a few even went to the length of condoning violence. The editors of four newspapers were warned for publishing articles which rendered them liable to prosecution under the Indian Penal Code. The editor, printer and publisher of another paper was prosecuted under section 124-A, Indian Penal Code, and sentenced to three months' simple imprisonment. One issue of a weekly paper and one of a Hindi magazine were proscribed. Subject-matter: General.

The *Orient*, a new Muslim weekly of Lucknow, espoused the cause of ruling chiefs and landlords. The *Aj* maintained its position as the foremost Hindi daily paper; it opposed the Simon Commission and was an ardent advocate of the boycott of British cloth, as was also the *Swadesh*, which represented the advanced wing of the Congress. The *Pratap* continued to be the most important and widely circulated Hindi weekly and a staunch

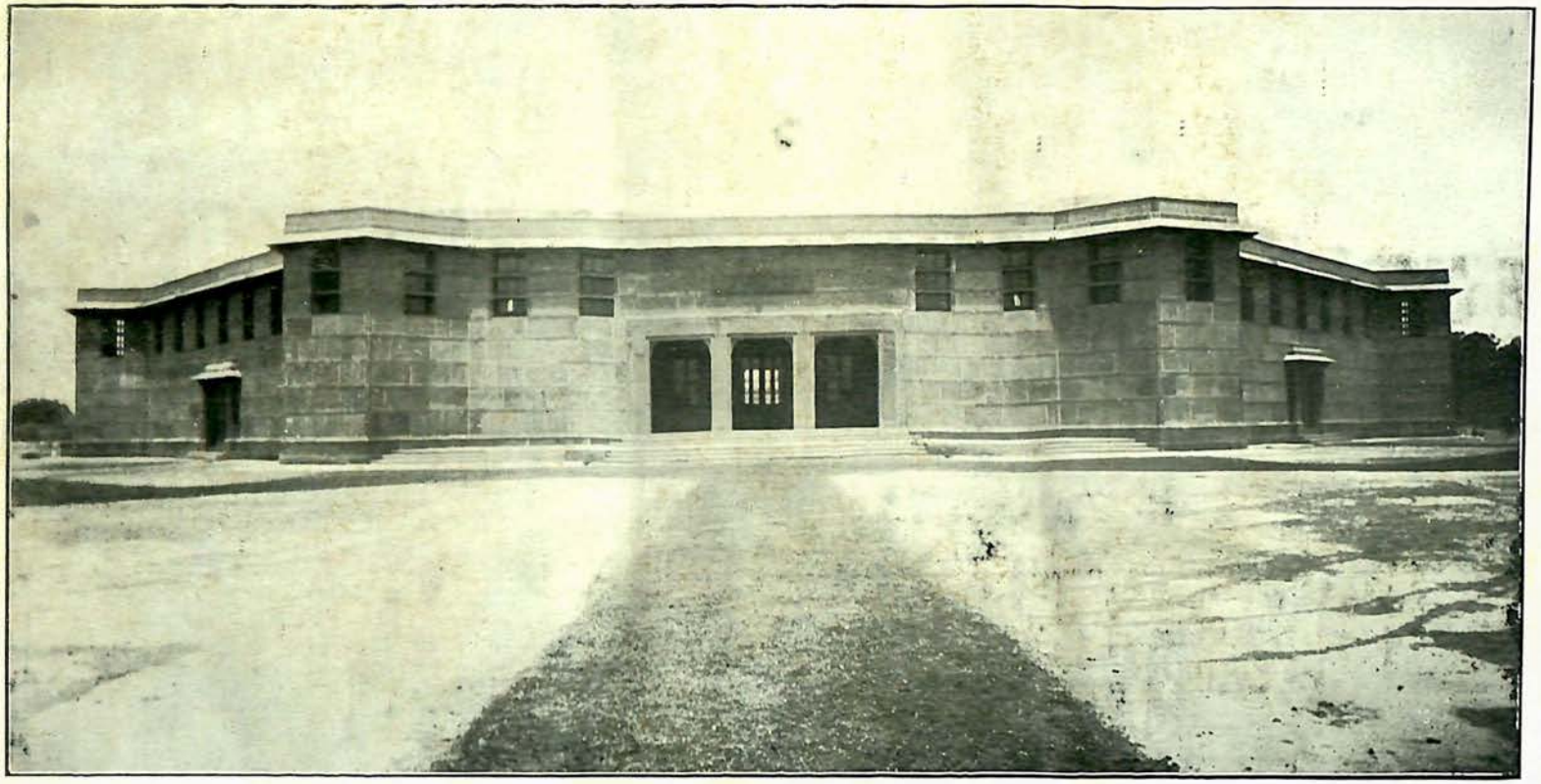
supporter of the Congress. The *Abhyudaya* maintained its place among Hindi journals as being the mouthpiece of Pandit Madan Mohan Malaviya. A new Hindi weekly, the *Bharat*, was issued from the Leader Press at Allahabad. It was edited by a member of the Servants of India Society, and gained rapidly in popularity and circulation. The *Oudh Akhbar* urged boycott of foreign cloth and talked sympathetically of civil disobedience. The *Desh Bhagat* continued to support complete independence and to exhort young men to take up national work. It has ceased publication now. A new paper issued from Cawnpore, called the *Mustaqil*, opposed the Nehru Report and advocated federal rather than unitary government. *Al-Khalil* also opposed the Nehru Report and urged separate representation of Muslims in the legislatures as well as in the services. Muslim papers generally were less critical of Government; they looked upon the Nehru Report as a device to establish a Hindu *raj*.

Indian Statutory Commission and the Nehru Report.

286. During the year, the chief topic of interest was the Statutory Commission. On the return of the Commission to India the Hindu papers resumed the campaign for boycott, which was intensified by the death of Lala Lajpat Rai, described as having been due to injuries at the hands of the Police at Lahore. Extremist papers stated that the constitution of the Commission was immaterial to them. They would not accept any Commission, even with Indian members, if it was appointed by foreigners. India could only win her emancipation through non-cooperation, civil disobedience, and the boycott of British goods. Most Muslim papers, on the other hand, opposed the movement. They looked upon the Nehru Report as the presentation of the Hindu case, and they were not prepared to let judgement of their own case go by default. They strongly supported the proposal for holding an All-Parties Muslim Conference to formulate their demands, and they advocated cooperation with the Commission.

Foreign affairs.

287. British relations with Egypt and the Nejdis were followed with keen interest, and the terms of the Anglo-Egyptian treaty strongly criticized. The Kellogg anti-war pact was denounced as hypocrisy. The Muslim press followed developments in Afghanistan, most of the papers sympathizing with King Amanullah. Some conservative Hindu papers remarked that he had brought his troubles upon himself by making precipitate reforms.



New Museum at Muttra (front view).

288. The Bardoli *satyagraha* was commended by a number of papers as a means of securing *swaraj*. The report of the Agricultural Commission was criticized because it was said that the main object of the Commission was to remove the cultivator from the influence of political leaders and to exploit Indian agricultural resources for the benefit of England. Other topics.

Muslim papers attributed the riots during the *Muharram* and *Bakr-Id* to the *shuddhi* and *sangathan* movements, declared the Child Marriage Restraint Act to be opposed to the Muslim religious law, and pressed continually for the retention and extension of communal representation.

41. Arts and science.

(*See Reports on the Lucknow and Muttra Museums and on the Allahabad Public Library for the year ending March* 31, 1929.)

289. The Lucknow Provincial Museum will in future be housed in two separate buildings, the Lal Baradari and the old Council Chamber, because the Camp Secretariat building in Kaisarbagh has been lent by Government to the Marris College of Hindustani Music. During the year 261 additions were made to the Museum, which come under the heads 'Archaeology, Numismatics, Natural History, Ethnography and Library.' Ten bronze images of Buddha, found at Negapatam, district Tanjore, were purchased through the Superintendent of the Indian Museum, Calcutta; and a beautiful, though damaged, sandstone image of the river goddess *Ganga*, seated in *Lalitasana* on a crocodile was found by the Curator near a ruined temple of the Chandella period in the village of Ramnagar in the Banda district. A small fragmentary celt, found in the Lucknow district and presented by the Sub-Divisional Officer, is of importance. One hundred and ninety-four coins representing issues of the Kushana and Gupta dynasties, of the Kings of Kashmir, the Sultans of Delhi, the Moghals, the Durranis and the East India Company, were acquired during the year. The Superintendent, Prince of Wales' Zoological Gardens, Lucknow, presented five birds and seven mammals to the Natural History section and the Ethnographic court acquired 23 objects in wood, metal and clay, including a brass figure of *Deepa Lakhshmi* and a six-armed image of *Manjusri*, the Buddhist God of Wisdom. A few Museums.

additions were also made to the picture gallery and the library. The Museum was visited by 158,923 people during the year.

The new Curzon Musem of Archaeology at Muttra was completed and handed over to the Curator of the Muttra Museum of Archaeology and will be occupied when funds for the removal of the exhibits are available. During the year eighteen stone sculptures, three terracottas, and 156 copper coins were added to the collection. One sculpture represents the figure of *Bodhisattava*, and another fragment of stone bears an inscription of eleven characters of the late Gupta period, including the name Shri Yashovarmade. The coins were all issued by the Kushana rulers. Two very valuable epigraphs were discovered, one belonging to the reign of Chandra Gupta II, and the other to the Kushana King, Shahi Huvishka, but were not acquired for the Museum until after the close of the year under review.

Libraries.

290. By the end of March 1929, the number of books in the Allahabad Public Library had increased by 1,376 to 35,921; accommodation for additional books is now very limited and, if the library continues to grow at this rate, another room will have to be built. For this purpose the library has no funds. The number of visitors to the library during the year decreased by over five hundred to 19,478, but the total number of books issued increased to 10,796, of which 2,889 were from the oriental section. Expenditure amounted to Rs. 17,657 (including Rs. 3,318 spent on the purchase of books) to meet which the Government made a grant of Rs. 10,987.

On March 31, 1929, there were 26,112 books in the Public Library, Lucknow, of which 1,599 were added during the year. The library purchased 556 new books at a cost of Rs. 3,548 as compared with 373 at a cost of Rs. 3,418 last year. There has been a steady increase in the number of visitors to the library, which was 24,953 in 1928-29 compared with 24,663 in 1927-28, and also in the number of books issued to depositors. This year 10,205 books were issued compared with 9,717 in 1927-28. The annual Government grant remains at Rs. 11,000.

There are thirteen libraries in the province which receive grants from Government.

CHAPTER VIII.—ARCHAEOLOGY.

42. Archaeology.

(*See extracts relating to the United Provinces from the reports of the Superintendent, Hindu and Buddhist Monuments, Northern circle, and of the Superintendent, Muhammadan and British Monuments, Northern circle, for the year ending March* 31, 1929.)

HINDU AND BUDDHIST MONUMENTS.

291. The Government of India granted Rs. 25,922 for the conservation of Hindu and Buddhist monuments in the United Provinces. The compound wall of the *kacheri* group of temples at Dwarahat in the Almora district was raised to prevent the intrusion of cattle, and the compound of the temples at Lakhamandal in the Dehra Dun district cleared of débris and modern buildings. The original floor has been traced beneath the present one, and the level of the compound will be reduced to expose the plinth mouldings of the Lakhamandal temple. At Kasia in the Gorakhpur district monasteries 'D', 'L' and 'M' were repaired, and the stepped buttresses, which were constructed several years ago to conserve monastery 'D' and which obstructed two doorways, were removed. There is still conservation work to be done. Several improvements, including the removal of iron bands from two Kushana statues, were made in the museum and site at Sarnath in the Benares district. *Little* work could be done at Deogarh in the Jhansi district except the cement grouting of the dilapidated spire of the famous Gupta temple. Jungle was cleared from the Bijaigarh fort in the Mirzapur district, but two or three more years will be required to make the fortifications and buildings safe from dangerous growth. The local tradition that this fort was built by Sher Shah is incorrect; there is definite evidence, including a Nagari inscription which may be assigned to the twelfth century, that it belongs to the Chandel period.

The groups of temples at Jageśvar and Katarmal in the Almora district were conserved for the first time. The temple to the Sun at Katarmal stands on the summit of a hill on the right bank of the Kosi river and is one of the few surviving

shrines to that deity in Northern India. Local prejudice will not allow the removal of a large *pipal* tree which has entirely enveloped one of the subsidiary shrines, nor the dismantling of any part of the dilapidated *sikhara* or removal of the modern *mandapa*.

MUHAMMADAN AND BRITISH MONUMENTS.

292. The most important special repairs carried out by the Archaeological Department during the year were at Agra and Jaunpur. At Sikandra, the arcades round Akbar's tomb and the floor of the Nau Mahala pavilion were paved with stone flooring slabs; at Fatehpur-Sikri, the *baoli* which supplied water to the palaces and gardens during the occupation was restored, and the floors in the Daftarkhana and the Turkish baths were paved; and at Jaunpur two more kiosks on the Akbari bridge were acquired. In addition to this the usual annual repairs were carried out in the Agra Fort, the Taj Mahal, Akbar's tomb, Fatehpur-Sikri, Lucknow Residency and the other preserved monuments in the province. The Agricultural Department administered the archaeological gardens at Agra, Lucknow, and Allahabad, and completed the laying out of the Khusru Bagh garden at Allahabad and the garden at Etmad-ud-Daula's tomb in Agra at a cost of Rs. 3,859. A few pieces of rare Mughal china, discovered in the Agra Fort, were added to the Taj Museum. At Rapri in the Mainpuri district there is a group of interesting monuments, not yet conserved, comprising an *idgah* and four tombs within a walled enclosure called Pir-ki-dargah. The *idgah* was built by Malik Kafur, a general of Ala-ud-din Khilji. Of the tombs, three are pre-Moghal and contain the bodies of Shah Nizam-ud-din, Nasir-ud-din and Mian Farid-ud-din. It is not known who was buried in the fourth, which is in ruins. A ruined mosque situated to the south-west of Rapri was probably built by Pathans out of the spoils of Hindu temples, and rebuilt in Moghal times. The work of repair of this group will be taken in hand next year. The total expenditure on conservation during the year amounted to Rs. 1·53 lakhs.

CHAPTER IX.—MISCELLANEOUS.

43. Ecclesiastical.

293. The Indian Church Measure came into operation from January 1, 1928. The union legally existing between the Church of England and the Church of England in India is due to end between two and three years from that date. The Governor-General in Council with the sanction of the Secretary of State in Council has made the Indian Church Statutory Rules which will come into operation on the date of severance. A Charter of Incorporation to the Indian Church Trustees has also been granted. For budget purposes March 1, 1930, has been taken as the probable date of severance of the legal union between the Church of England and the Church of England in India, and in accordance with the terms of sanction conveyed by the Secretary of State the first portion of the block grant for the provision of episcopal supervision and ministrations which comprises the following charges, will become payable with effect from March 1, 1930, namely:—

(*a*) Allowances of Registrars.

(*b*) Pay and allowances of the clerical staff employed in the offices of the Bishop, Archdeacon, and Registrar.

(*c*) Pay and allowances of the subordinate staff, other than clerks, employed in the offices of the Bishop, Archdeacon, and Registrar.

(*d*) Two-thirds of the contingent expenditure incurred in the offices of the Bishop, Archdeacon, and Registrar.

(*e*) The house rent recoverable on the Government parsonages occupied rent free by clergymen of the Additional Clergy Society or other approved Society.

Necessary provision for the charges mentioned above is being made in the budget estimates of the Metropolitan for the year 1930-31, and this Government have excluded these items from their provincial Ecclesiastical budget.

44. Emigration and Immigration.

(See the annual reports on the working of the Indian Emigration Act, VII of 1922, *for the year ending December* 31, 1928, *and on the working of the Assam Labour and Emigration Act, VI of* 1901, *as amended by Act VIII of* 1915 *for the year ending June* 30, 1929 *; also tables* 169 *and* 170 *of the Statistical Abstract for British India, seventh issue,* 1929.)

Foreign emigration.

294. There was no emigration of unskilled labour to countries overseas during 1928. The total number of emigrants who embarked from the colonies for return to India was 2,581 as compared with 3,604 in the previous year, of whom 1,033 were paupers, and only 653 had acquired savings of more than Rs. 150. Forty-one persons died on the voyage, of whom thirty-seven were passengers on the SS. "Sutlej" from British Guiana and Surinam; most of them were old and in poor health and died of respiratory diseases.

Inland emigration.

295. The total number of labourers recruited rose from 3,685 to 9,905; the increase, particularly noticeable in the districts of Basti, Gonda and Bahraich, is due mainly to the scarcity which prevailed in these districts, but partly, also, to the increase in the number of *sardars* employed. Eight *sardars* were prosecuted in the criminal courts for offences under the Assam Labour and Emigration Act, and nine others were deprived of their licences.

Immigration.

296. No figures are available.

45. Government printing and stationery.

(See the reports on the working of the Government Presses, and on the consumption of stationery for the year ending March 31, 1929.)

Government Presses.

297. There was a considerable increase in the amount of work done for the Land Revenue and Public Works Departments owing to an increased demand for land revenue and irrigation forms consequent on the failure of the monsoon. Last year extra work was done for the Jails and Convict Settlements Department in printing the new Jail Manual and for the Public Health Department in printing propaganda literature for the Hygiene Publicity Bureau; this year the amount of work

done has dropped to normal. The work in the Branch Presses was satisfactory. The average number of convicts employed at the Naini Jail Branch Press was 260 as compared with 258 last year.

Receipts decreased from Rs. 3·78 lakhs to Rs. 3·76 lakhs, and expenditure fell from Rs. 7·26 lakhs to Rs. 7·21 lakhs.

The issue of original publications rose from 2,458 in 1927-28 to 2,533, but the number of reprints fell from 891 to 752.

Fifty-eight more tons of paper were ordered from the Central Stores bringing the total quantity of paper used to 719 tons, which is, even so, barely sufficient to meet all demands.

298. The total value of the stationery and rubber stamps issued last year was Rs. 5·55 lakhs, as compared with Rs. 5·26 lakhs in 1927-28. This increase is mainly due to the increase from Rs. 3·54 lakhs to Rs. 3·83 lakhs in the value of stationery issued to printing presses. The average *per capita* cost of supplies for the whole province calculated as in previous years was the same as in 1927-28, namely eleven rupees. Stationery.

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